REPORT RESUMES

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TITLE I IN OHIO, FIRST ANNUAL EVALUATION OF TITLE I--FISCAL YEAR 1966.

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THE NATURE AND IMPACT OF OHIO'S TITLE I COMPENSATORY EDUCATION PROJECTS ARE EVALUATED IN THIS REPORT. PROJECT PARTICIPANTS WERE CHARACTERIZED BY LOW ACADEMIC ACHIEVEMENT, WITHDRAWAL AND FEELINGS OF REJECTION, ABSENTEEISM, AND IRRESPONSIBILITY. ONLY 50 PERCENT OF THEM HAD PLANS FOR CONTINUING THEIR EDUCATION WHILE 70 PERCENT OF NONTITLE I PUPILS HAD MADE SUCH PLANS. LANGUAGE ARTS AND READING PROGRAMS AND MOTIVATION IMPROVEMENT ACTIVITIES COMMON TO MANY PROJECTS, WERE CONDUCTED BY MEANS OF INDIVIDUALIZED INSTRUCTION, SPECIAL GROUPING, AND LOWERED PUPIL-TEACHER RATIO. THE INSTRUCTIONAL MEDIA RANKED AS MOST EFFECTIVE WERE LABORATORIES, KITS, AND SPECIAL SETS, WHILE TRADITIONAL TEXTBOOKS AND WORKBOOKS WERE THE LEAST EFFECTIVE. ALTHOUGH MANY PROJECTS REPORTED PERSONNEL SHORTAGES, USE OF TEACHER AIDES AND OF CURRENT STAFF ON AN EXTENDED TIME BASIS SOMEWHAT OFFSET THIS PROBLEM. INSERVICE STAFF TRAINING AND COOPERATIVE ACTIVITIES (E.G., WITH COMMUNITY ACTION AGENCIES) WERE INTEGRAL TO NUMEROUS PROJECTS. PROJECTS WERE FORMALLY EVALUATED BY STANDARDIZED TESTS, OBSERVER REPORTS, AND TEACHER RATING SCALES. IN GENERAL REACTIONS TO THE PROJECT WERE "POSITIVE BUT MIXED." AVERAGE EXPENDITURE PER PUPIL WAS ABOUT $150. APPENDIXES INCLUDE AN ANALYSIS OF INSTRUCTIONAL MEDIA UTILIZATION AND OTHER RELEVANT DATA. MUCH OF THE DATA IN THE REPORT DEAL WITH THE FREQUENCY OF SERVICES OR THE NUMBER OF STUDENTS OR SCHOOL DISTRICTS PARTICIPATING IN A PARTICULAR ACTIVITY. (LB)

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TITLE I

IN

OHIO

FIRST ANNUAL EVALUATION OF TITLE I: ***FISCAL YEAR 1966***
(Elementary and Secondary Education Act)

STATE BOARD OF EDUCATION
OHIO

MARTIN ESSEX
State Superintendent of Public Instruction
Columbus, Ohio *1967*

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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TITLE I IN OHIO

FIRST ANNUAL EVALUATION OF TITLE I: FISCAL YEAR 1966
(Elementary and Secondary Education Act)

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> "Open your schools to the promise of these new programs. . . . For in education, the time we waste today can mean a life wasted tomorrow."
>
> --Lyndon B. Johnson

INTRODUCTION

In fiscal year 1966, Title I of the Elementary and Secondary Education Act provided approximately one billion dollars in federal funds to local public school districts for educational programs for educationally disadvantaged students who live in areas with high concentrations of children from low-income families. Ohio alone received over thirty-nine million dollars.

The basic aim of the Act is to bring improved educational opportunities to the most needy children, wherever they may be found--in core areas of major cities, in isolated areas in Appalachia, in small pockets in wealthy communities; in public schools, in non-public schools, in migrant camps. By the nature of the allocation formula by which grants to local school districts are determined, nearly all public school districts in Ohio qualify for funds; however, in proportion to the number of children they serve, major cities and impoverished rural communities qualify for substantially larger grants. (Although non-public youth participate in Title I projects, only public school districts can apply for grants.)

Responsibilities for administering programs supported by Title I grants are on three levels:

- Overall conduct of programs, but not their control, is the responsibility of the U.S. Commissioner of Education.

- Primary responsibilities--including suballocation of grants, approval of projects, and maintenance of fiscal records--rest with the state. In Ohio, responsibility was delegated within the Ohio Department of Education to the newly created Division of Federal Assistance.

- Remaining responsibilities--and in relation to impact, the most significant ones--rest with local public school districts, which are to develop and implement projects to fulfill the intent of Title I.

Emphasis on Evaluation

As a general rule, education--one of the major social sciences--has submitted itself in theory, not in practice, to the evaluation process. Where evaluation in general practice has occurred, it typically has been of short duration or highly selective as to the educational components appraised.

Nothing that has happened in the field of education has done more to foster the implementation of evaluative concepts than the passage of the Elementary and Secondary Education Act. With this law, prior to which there was no equal, came massive federal aid for projects designed to help educationally disadvantaged youngsters. Along with this aid were requirements for four levels of evaluation:

- Each project must be evaluated by the local public school district that received the grant. If the district had more than one project, the total program must also be evaluated.
- The impact of all Title I projects and programs funded in the state must be evaluated annually.
- The U.S. Office of Education must make an annual assessment on a nationwide basis.
- The National Advisory Council on the Education of Disadvantaged Youth, which was created as a part of the Act, must annually report to the President on the effectiveness of Title I programs and make recommendations for the improvement of its provisions, administration, and operation.

Out of this evaluation process, hopefully, will come objective information that will provide educational leaders with decision-making capabilities for retooling and perhaps redirecting educational efforts with increased effectiveness and improved efficiency.

More specifically, what is learned through Title I evaluation processes, may help educators cope with the task of meeting the demands of the increasingly complex role and function of education.

Collection of Data

An interdependent task in Title I evaluation at every level--local, state, and federal--is the collection of pertinent data. Without such data, determination of the extent to which participating children have been helped could not be summarized and feedback information essential for program improvement would be seriously limited.

The importance of thorough and valid evaluation of each local project cannot be overstressed since all other levels of evaluation are based on these data. Non-representative local project data for even a small percentage of projects can only serve to distort the representative data of the majority of projects when data are compiled at the state and national levels.

In order to collect meaningful information about 1966 projects, Ohio data collection instruments and data treatment procedures were designed to include an interaction of three factors:

- The nature of the educationally disadvantaged child;
- Process information delineating the effectiveness of methodology, techniques, and media;
- Cost analysis.

Each school district with one or more approved Title I projects was furnished with the state-developed instruments, which were comprised of four parts. Part I was for objective reporting of descriptive statistics and cost factors related to each project; Part II, for gain scores of project participants on standardized and non-standardized tests, data on average daily membership and average daily attendance, continuing education plans, and dropout rates; Part III, for narrative reporting of project activities and characteristics of project participants; and Part IV, for objective and narrative program reporting.

Limitations of This Report

As the content of this first year evaluation of Title I activities in Ohio is reviewed, certain limitations should be kept in mind. Underlying the evaluative procedures at the local level were circumstances that limited the meaningfulness of some reported data. Qualifications and limitations that existed at the local levels that restricted interpretation, inferences, and implication of the data are compounded in more than arithmetical progression when such data are brought together on a statewide basis. Occurrences that led to data collection limitations included:

- Many projects were written and submitted at a time when procedures for evaluation reporting were uncertain. Evaluation instruments were not mailed to the districts until April, 1966. Hence, some data were not collected.
- Projects were often of short duration and evaluation possibilities were limited.

- Project staffs, while overburdened by demands that they considered more important, sometimes abbreviated evaluation efforts.

- Essential educational supplies were frequently not delivered in time for use in projects. Some local educators reported that pretesting could not be done because test materials were not received. As a result, evaluation designs had to be altered for more expeditious, although less effective, plans.

- Translation of objectives into behaviorally oriented objectives that lend themselves to measurement proved troublesome to some project staffs.

- Individuals at the project level who assumed the task of writing the evaluation report were, in some cases, unfamiliar with the actual operation of the project.

- The Ohio data collection instruments themselves were "first attempts." Complexities of treating inconsistently reported statewide data resulted and some data that were available could not be meaningfully composited.

By the very nature of the data collected from over one thousand Title I projects, data treatment limitations also existed on the state level. In approaching the task of compiling a state annual report that reflects the impact of Title I on the State of Ohio in its first year of operation, certain unmanageable evaluation problems arose. For example, how can objective statistical data be composited on projects when figures show that each project possesses individual characteristics that prevent its being grouped for purposes of comparison with other projects--even ones with a common denominator such as reading? The following project characteristics, which were in no way controlled to obtain statewide project compatibility, are examples of peculiar variables that caused data treatment limitations:

- Related objectives with varying emphases, such as improvement of reading skills in general versus increase of reading vocabulary skills

- Interrelationships of primary and secondary objectives

- Methods of selecting participants

- Methods of assigning children to a group

- Assignment of some participants to two or more projects

- Grade level assignments of participants
- Numbers of children assigned to each group
- Hours students participated and duration of the project
- Instructional approaches
- Kinds and intensiveness of activities
- Instructional material and equipment
- Training and experience of teachers
- Baseline data collection procedures
- Evaluation techniques and devices

The data compiled in this report have not permitted a treatment that provides for the undetermined interrelationships of the above variables. Therefore, in order not to overextend the data or to use them inappropriately, generally broad terms have been used throughout the report. In addition, the reader is encouraged to qualify the data in terms of the limitations under which they were collected at the local levels and under which they were composited at the state level. Special caution is urged for not overextending the data.

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> "The difficulty does not lie in the incompleteness of our observations. . . .No, it is generally a question of hypotheses. . ., of the introduction of the right abstract ideas."
>
> --Sigmund Freud

> "There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things."
>
> --Niccolò Machiavelli

PART I

ADMINISTRATIVE RESPONSIBILITIES AND ACTIVITIES

Responsibility for administering Title I of the Elementary and Secondary Education Act is on three levels. The U.S. Commissioner of Education is responsible for its overall conduct at the national level. The State Educational Agency administers the program and submits reports in accordance with the provisions of the law and the regulations. The local educational agency is responsible for developing and implementing approved projects to fulfill the intent of Title I.

ROLE OF THE OHIO DEPARTMENT OF EDUCATION

In the State of Ohio, responsibility for administering Title I was delegated to the newly created Division of Federal Assistance. A separate Title I section was organized within this division and began operation in August, 1965.

Principal Activities

By means of written communications, statewide conferences, regional meetings, field consultant services, and office conferences, information was disseminated from the state level to local superintendents and their appointed representatives.

Conferences included: (1) a two-day orientation session on procedures, (2) two conferences to orient and train selected personnel--predominately university professors--to serve as consultants who could help districts develop quality projects and who could augment the services provided by the Title I professional staff, and (3) a seminar for school psychologists on the evaluation of special programs for educationally handicapped children.

From October, 1965, through June, 1966, Title I staff members conducted approximately 1,700 office conferences planning and negotiating with local administrators regarding Title I projects, and they provided over 240 days of field service. In addition, the trained university consultants provided over 230 days of field service and over 100 days in the Title I Office reading and negotiating projects.

Of all the services provided, many local schoolmen indicated that conferences with staff members or trained university consultants provided them with the most help.

Major Dilemmas

Certain dilemmas of first-year operation slowed down opportunities for statewide success. Included were the following:

- Delayed or changing guidelines presented problems to local educators who were writing proposals and to Title I staff members who were attempting to interpret the procedures to school personnel.
- Misinformation at the local level and rumors of "general-aid" latitude" resulted in many false-start efforts by local school personnel and necessitated time-consuming negotiation between project coordinators and Title I staff members or consultants.
- In an effort to obtain "model" Title I projects, some local administrators scouted around to learn what projects had been approved in neighboring districts and patterned their proposals along the same lines. Others submitted "model" projects prepared by commercial suppliers. The result was much wasted effort in most instances; projects were required to be tailored to local needs.

ROLE OF THE LOCAL PUBLIC SCHOOL DISTRICT

The local educational agency, which applies for and receives a Title I grant, has numerous responsibilities. It must identify the attendance areas to be served, determine the educational needs of the disadvantaged children in these areas, prepare proposals to meet these needs, select children to participate in the projects, implement the projects, maintain fiscal records, and evaluate results in terms of what has happened to the selected children.

Determination of the Basic Grant

To be eligible to participate in the Title I program in fiscal year 1966, a local educational agency had to serve a school district that met the minimal criterion for a concentration of children aged five through seventeen from families with an annual income of less than $2,000, as shown in the 1960 census. By the nature of the organization of public schools in Ohio, nearly every school district qualified for funds; however, in proportion to the number of children they serve, major cities and impoverished rural communities qualified for substantially larger grants.

The formula used in Ohio for the computation of basic grants for the year ending June 30, 1966 involved three factors:

- The number of children aged five through seventeen from families with an annual income of less than $2,000--regardless of whether these children were in public school, in private school, or out of school;

- Plus the number of children (not counted above) aged five through seventeen from families receiving aid under Title IV of the Social Security Act--Aid to Families with Dependent Children;

- Times one-half the average per pupil expenditure in the State of Ohio for the second preceding year.

An additional requirement was that the school district had to maintain fiscal effort with respect to current total expenditures for education and also with respect to such expenditures in the project areas.

Establishment of Project Areas

After determining that it was eligible for a basic grant, each public school district had to survey its individual building attendance areas to learn which ones qualified as "target areas"--that is, areas having a percentage or numerical rank of children coming from low-income families that was at least as high as the percentage or numerical rank for the total district.

Criteria used to establish target areas were to be based on 1966 situations, not on information from the 1960 census tract. Each district was permitted to establish its own criteria list. As reported in the evaluation reports, the following criteria--listed in rank order of importance to the local schools--were utilized for the establishment of Title I target or project areas:

1. Current annual income of less than $2,000
2. Families receiving aid for dependent children
3. Families receiving other kinds of welfare

4. Children on free lunch program
5. Parents who are unemployed
6. Children unable to buy school supplies
7. Substandard housing
8. Parents who are tenant farmers

Determination of Educational Needs

After identifying target areas, public school personnel had to survey the educational needs of children living in these areas. The identification and understanding of these special needs required knowledge of the children and their backgrounds. Methods of determining needs varied considerably from district to district, as did the needs that were diagnosed.

To determine educational needs, Ohio educators were encouraged to think in terms of interrelated characteristics of children rather than isolated needs. See Part II of this report for a summary of the characteristics of Title I participants.

Project Development and Implementation

After major educational needs were determined by public school personnel, they devised a plan or series of plans to help selected students--public and non-public--who had deficiencies in these areas of need. (Participants did not necessarily come from low-income families; any child who needed the help provided by the project who lived in the target area could participate.) Projects--all of which were to relate to educational needs and which were to focus on categorical needs of selected children rather than general aid to all children in the target areas--could be remedial, preventive, or developmental in approach. They could include supportive components such as health services, provision of hot meals, or in-service training for project teachers. Innovative educational practices and inclusion of appropriate educational services and activities were encouraged.

Each project proposal, along with supportive statistical data, was submitted by the local public school district to the Division of Federal Assistance in the Ohio Department of Education. If the project met the size, scope, and quality requirements of the state and federal guidelines, it was approved by the State Educational Agency. If not, assistance was provided by the Ohio Title I Staff to revise the proposal and to bring it into approvable form.

After approval, the next responsibility for the local district was to take the necessary steps to make the project operational. See Part III of this report for a detailed discussion of activity in Ohio in fiscal year 1966.

Follow-Up

As projects were underway and after they terminated, staff personnel had certain specified follow-up responsibilities. Major responsibilities were, one, maintenance of adequate fiscal records on all project funds and reporting to the state on the use of such funds; and, two, evaluation of project activities as requested by the state.

In addition, after a project terminated, the local district had an implicit obligation to provide follow-up activities to the extent to which they were still needed by project participants. Availability of funds may, of course, limit the extent to which follow-up can be furnished. The source of funds for follow-up activities is subject to local option. Some districts are presently supporting follow-up activities with local funds; others have 1967 follow-up projects, funded under Title I.

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> "We learn to 'unmask' or analyze information, to order it in a way that permits extrapolation or interpolation or conversion into another form. Transformation comprises the ways we deal with information in order to go beyond it."
>
> --Jerome S. Bruner

> "To every man his chance, to every man, regardless of his birth, his shining, golden opportunity. To every man the right to live, to work, to be himself, and to become whatever thing his manhood and his vision can combine to make him. This . . . is the promise of America."
>
> --Thomas Wolfe

PART II

TITLE I PARTICIPANTS

Between January 1, 1966, and August 31, 1966, over 220,000 children, ranging from preschoolers to high school seniors, participated in Title I projects in Ohio. Of these children, approximately 16,000 were non-public students. On the average, each child was reported to have participated seventy-two hours per project.

GRADE LEVELS

Grade-level placement of Title I participants, as reported in the following table, shows that over two-thirds of the Title I participants were in grades one through six with the majority being in the intermediate grades.

Sharp drops in numbers of participants can be noted between sixth and seventh grade, between seventh and eighth grade, and between ninth and tenth grade. Contrasting the number of high school participants with the number of preschool participants may permit us to conclude that local educators felt that Title I funds had greater impact if they were spent to help younger children who were considered to be educationally disadvantaged. (In making contrasts that include preschool data, the reader should remember that Head Start programs funded through the Office of Economic Opportunity were being implemented in many communities during this same time period.)

Further study is needed to know why fewer primary than intermediate students were selected as Title I participants. Many educators who have studied educationally disadvantaged youngsters contend that the earlier the child can be identified and helped the greater the chances for success. The grade level distribution of Title I participants does not tend to support this "preventive" approach.

TABLE I.REPORTED PROJECT PARTICIPANTS BY GRADE LEVEL (DUPLICATED COUNT)

Grade Level	Number	Percent
Preschool/Kindergarten	19,557	7.2
First grade	22,517	26.6
Second grade	23,827	
Third grade	25,913	
Fourth grade	34,831	41.1
Fifth grade	44,670	
Sixth grade	32,269	
Seventh grade	22,031	18.1
Eighth grade	16,294	
Ninth grade	10,838	
Tenth grade	6,999	5.8
Eleventh grade	5,607	
Twelfth grade	3,142	
Other	3,192	1.2
Duplicated Total	271,687	100.0
Unduplicated Total	223,354	

> ". . . each individual incomparable to
> another, and each of them indispensable
> to the highest possible extent."
>
> --Georg Simmel

CHARACTERISTICS OF EDUCATIONALLY DISADVANTAGED CHILDREN

Sometimes we overlook the obvious that, as with any other group of young people, educationally disadvantaged children differ from one another. Each child is an individual with unique characteristics. However, when these children are considered as a group, certain characteristics are more discernible than others.

That Title I projects must be developed to meet the most pressing educational needs of educationally disadvantaged children is a logical and sound requirement. After qualifying school attendance areas, local educators are required by the Act to make a survey to determine the nature and the scope of the needs of the children in this area. A program must then be designed to meet these needs.

Ascertaining needs is not always a clear-cut or easy assignment. Educational needs have different degrees of generalness and specificity. All needs are interactional and, therefore, interdependent. Some needs are more basic than others; some are more important on a value level to adults than to children; and some are so broad and nondescript as to defy a point of reference for establishing procedures to reduce the need or the interaction of needs.

Ohio educators were encouraged to think in terms of interrelated characteristics of children rather than in terms of isolated needs. In the evaluation data collection device, attention was focused on characteristics that fall into four major categories: learning skills, social skills, physical conditions, and attitudes and values.

The four tables, which follow, provide the rank order listings of characteristics of project participants as reported on a statewide basis. As an overview of the data, almost without exception, when raters ranked a characteristic high at one grade level they also ranked it relatively high at other grade levels. A possible inference is that teachers and local evaluators look upon educationally disadvantaged students as having similar characteristics not withstanding developmental changes that occur as a result of age differentials. Further study is needed to know why these rankings were similar at the different grade levels.

Learning-Skill Characteristics

Low achievement level, as might be expected with Title I's emphasis on educational deprivation, was of first rank importance at all grade levels. A low-output of verbal communication skills was considered a significant characteristic of younger project participants but not of high-school-age participants. Short attention span was most often reported among primary-age participants. On the other hand, ineffective work-study habits had second rank importance among all participants except those in the K-3 grouping. A positive characteristic, albeit one that ranks low in the table, that could prove important in the implementation of Title I projects, is that many educationally disadvantaged children work better in concrete learning situations than in abstract learning situations.

TABLE 2. RANKED IMPORTANCE OF LEARNING-SKILL CHARACTERISTICS OF TITLE I PROJECT PARTICIPANTS

Ranked Order of Importance Characteristics	All Participants	Grades K-3 Participants	Grades 4-6 Participants	Grades 7-9 Participants	Grades 10-12 Participants
Low achievement level	1	1	1	1	1
Low output of verbal communication skills	2	3	4	4	7
Short attention span	3	2	5	6	6
Ineffective work-study habits	4	5	2	2	2
Low intelligence test score, but not innately low	5	4	3	3	3
High failure rate	6	7	6	5	4
Anti-intellectual	7	10	8	7	5
Difficulty with abstract symbols	8	6	7	9	9
Works better in concrete learning situations	9	9	9	8	8
Low input of verbal communication skills	10	8	10	10	10
Poor visual imagery	11	11	11	11	12
Inflexible, rigid thinking	12	12	12	12	11

Social-Skill Characteristics

The way in which evaluators ranked the importance of social-skill characteristics of Title I project participants could prove to be quite significant. Instead of disruptive characteristics being considered most typical, less noticeable characteristics such as the tendency to be withdrawn or to feel rejected were considered to be of first and second rank importance, respectively. The tendency of educationally disadvantaged children to be described as informal and problem-solving oriented are patterns of behavior that could provide direction for educators in developing programs which utilize the strengths of the disadvantaged.

TABLE 3. RANKED IMPORTANCE OF SOCIAL-SKILL CHARACTERISTICS OF TITLE I PROJECT PARTICIPANTS

Characteristics / Ranked Order of Importance	All Participants	Grades K-3 Participants	Grades 4-6 Participants	Grades 7-9 Participants	Grades 10-12 Participants
Withdrawn	1	1	1	1	1
Rejected	2	2	2	2	3
Not concerned with status	3	3	3	4	4
Aggressive	4	5	4	5	6
Hostile	5	7	5	3	2
Informal	6	6	6	7	7
Non-civic concern	7	8	8	6	5
Dependence upon siblings and/or parents	8	4	7	8	8
Pragmatic (problem-solving oriented)	9	9	9	9	10
Scraps with law	10	10	10	10	9

Physical-Condition Characteristics

The importance of physical-condition characteristics should not be minimized. In some instances, projects and programs can be designed to alleviate problem areas. Of first rank importance, in all except the K-3 grouping, was the characteristic of high absenteeism. Causes of absenteeism were not enumerated. Of second rank importance at all grade levels was the concern that project participants were poorly nourished. (These data are supported by the findings of the President's National Advisory Council on Disadvantaged Youth.) The characteristic of younger participants to have poor auditory discrimination is one that has important instructional implications. A positive, but lower ranked characteristic, that suggests the need for added attention is the motor-oriented characteristic of many educationally disadvantaged children.

TABLE 4. RANKED IMPORTANCE OF PHYSICAL-CONDITION CHARACTERISTICS OF TITLE I PROJECT PARTICIPANTS

Characteristics / Ranked Order of Importance	All Participants	Grades K-3 Participants	Grades 4-6 Participants	Grades 7-9 Participants	Grades 10-12 Participants
High absenteeism	1	3	1	1	1
Poorly nourished	2	2	2	2	2
Poor auditory discrimination	3	1	3	3	3
Poor sleep patterns	4	4	4	4	4
Defective teeth	5	5	6	5	5
Visual problems	6	6	5	8	8
Motor oriented	7	7	8	7	6
Overweight	8	8	7	6	7
Soiling during day	9	9	10	9	9
Bed wetting	10	10	9	10	10
Underweight	11	11	11	11	11

Attitude and Value Characteristics

Understanding certain attitude and value characteristics of project participants could prove quite helpful to staff members. Such children, according to behavioral characteristics as shown in the table below, are generally indifferent to responsibility, have a low opinion of themselves and their potential, and are inclined to waste time in non-purposeful activities. An abrupt shift in ranking to be noted is the one reflecting low self-image. In the opinion of the evaluators, this characteristic was reported less prevalent among high school participants than among younger Title I participants. Further study would be needed to verify this tentative conclusion. Perhaps these data were affected by the smaller number of high school participants. Another factor that may affect the data is that many teenagers who could profit from project participation may have already dropped out of school. A positive characteristic that should be noted is that many disadvantaged children were described as rugged individualists.

TABLE 5.RANKED IMPORTANCE OF ATTITUDE AND VALUE CHARACTERISTICS OF TITLE I PROJECT PARTICIPANTS

Ranked Order of Importance / Characteristics	All Participants	Grades K-3 Participants	Grades 4-6 Participants	Grades 7-9 Participants	Grades 10-12 Participants
Indifferent to responsibility	1	1	1	1	1
Low self-image	2	3	2	2	6
Non-purposeful activity	3	2	3	3	3
Value structure which impairs social efficiency	4	5	4	4	2
Mother-dominated environment	5	4	5	5	7
Fearful of parental authority	6	6	7	8	10
Resists school authority	7	7	8	6	4
Rugged individualism	8	10	6	7	8
Lack of strain accompanying competition	9	8	9	10	9
High dropout rate	10	9	10	9	5

After the characteristics of the disadvantaged children in a local district have been surveyed and their special educational needs identified, it is the reponsibility of the schools to design quality programs that make optimum use of the extra help offered under Title I. Hopefully, the preceding data will provide some insight for structuring future projects with improved "individual differences" frames of reference.

SCHOOL HABITS AND PLANS

Reliable statistical information about the attendance patterns, dropout rates, and continuing education plans of Title I participants is, at best, incomplete. However, data reported for 1966 projects did provide some baseline information that may prove significant when compared with similar data collected in succeeding years, and when correlated with other factors may prove helpful in determining the relative success of individual projects and the total Title I program.

Attendance Patterns

As has been previously indicated, a common characteristic of the educationally disadvantaged student is a higher absenteeism rate than his more advantaged classmate.

In an effort to learn about absenteeism rates in Title I schools, baseline data were sought as a part of the evaluation of 1966 projects. Average daily membership and average daily attendance data collected in and of themselves gave unmanageable information, primarily because local school districts have employed widely varying methods of record keeping. This makes pupil personnel data on a statewide level extremely difficult to retrieve. Present plans are to use 1967 ADA and ADM data for baseline purposes. These data can then be compared with similar data collected in succeeding years.

An unexpected benefit that may result from the influence of Title I is that many school systems are currently reviewing and revising their methods of collecting pupil personnel data. More uniform methods--or more importantly, the availability of compatible data--will simplify statewide data collection and make future composite data manageable.

Dropout Tendencies

In order to adequately evaluate Title I effectiveness in increasing the "holding power" of schools, data must be divided for Title I and non-Title I schools and these divisions must be placed in a longitudinal context.

The best available baseline data at this time on dropout tendencies are from studies made by the Division of Guidance and Testing of the

Ohio Department of Education. Figure I provides a statewide picture of the educational level of Ohio's adult population. To update this information keep in mind that persons surveyed would now be 32 years old or older and that the educational level of today's adults who are between 25 and 32 would be higher than the educational level of adults who have died since the 1960 census data were collected. Figure 2 provides a picture of the educational training of students who entered Ohio schools in 1948 and provides support for the assumption that younger residents of the state have a higher educational level than older residents.

Continuing Education Plans

When projected plans of high school graduates in Title I schools were compared with projected plans of high school graduates in non-Title I schools, nearly 70 percent of the students in non-Title I schools reported plans for continuing education while only 50 percent of the students in the Title I schools had such plans. See the table below. When comparing the reported data, qualifying factors might include: (1) continuing education plans of students from the Title I schools may, on the whole, be less academic, shorter in duration, and more immediate in vocational orientation than the plans of students from non-Title I schools; and, (2) many students in the Title I schools who have continuing educational plans are not considered educationally disadvantaged and would not, therefore, be asked to participate in Title I projects.

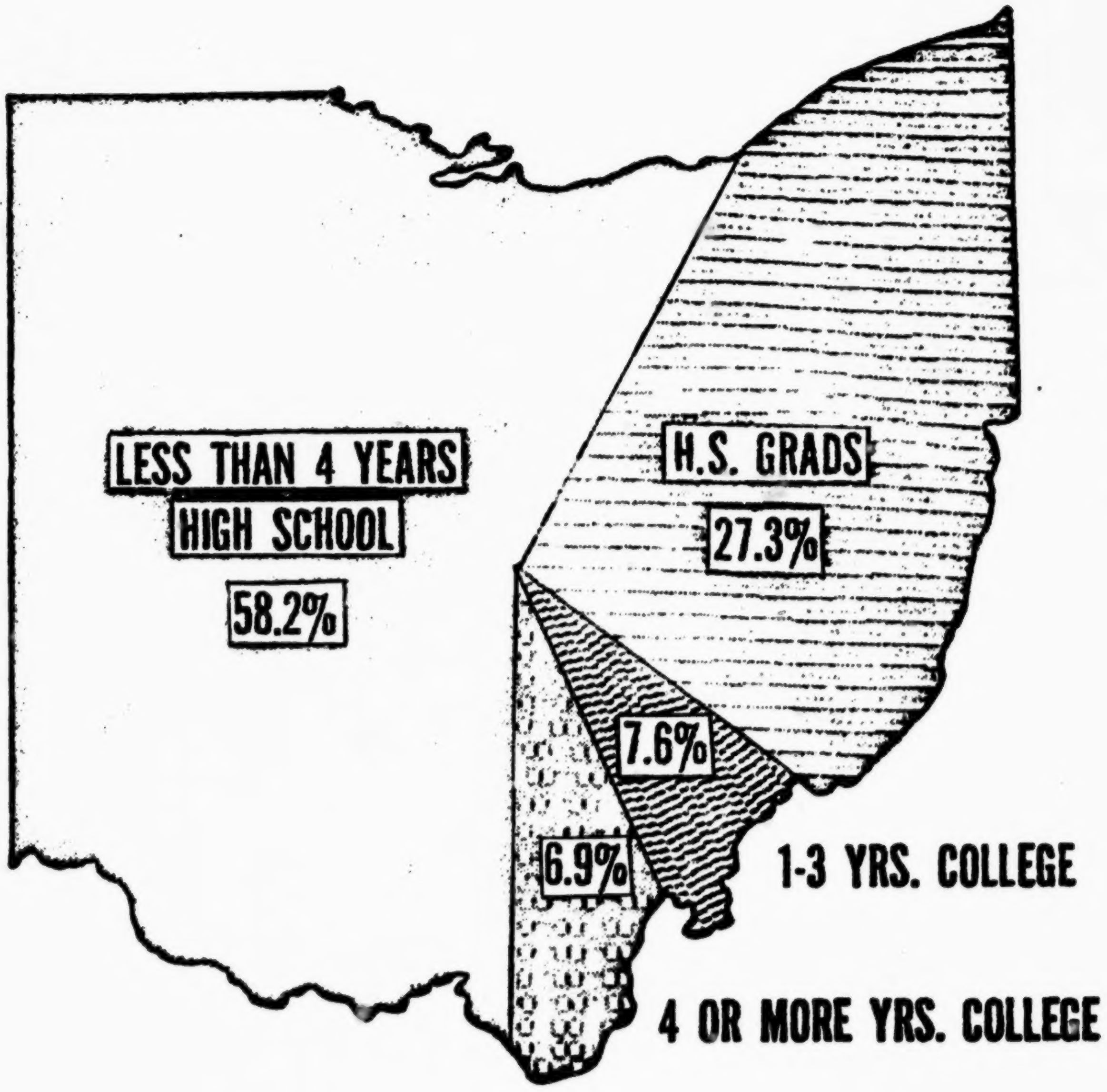
TABLE 6. CONTINUING EDUCATION PLANS OF STUDENTS IN TITLE I PROJECT HIGH SCHOOLS COMPARED WITH THE OHIO NORM

Category	1965-1966 Title I Schools	1965-1966 Ohio Norm
Total number of graduates.	56,623	133,932[1]
Number of students planning continuing education.	28,690	93,485[2]
Percent of students planning continuing education.	50.67	69.80

[1] 1965 public school graduates

[2] An estimate based on an updated 1965-66 study conducted by the Division of Guidance and Testing, Ohio Department of Education in 206 Ohio High Schools from responses of "After High School plans" of 57,116 Sophomores and Juniors.

EDUCATIONAL LEVEL OF OHIO'S POPULATION



Source: U.S. Census - 1960
Persons 25 years old and older

FIGURE I.

LEVELS OF EDUCATION ATTAINED PER 100 PUPILS ENROLLED IN OHIO SCHOOLS 1948 - 1964

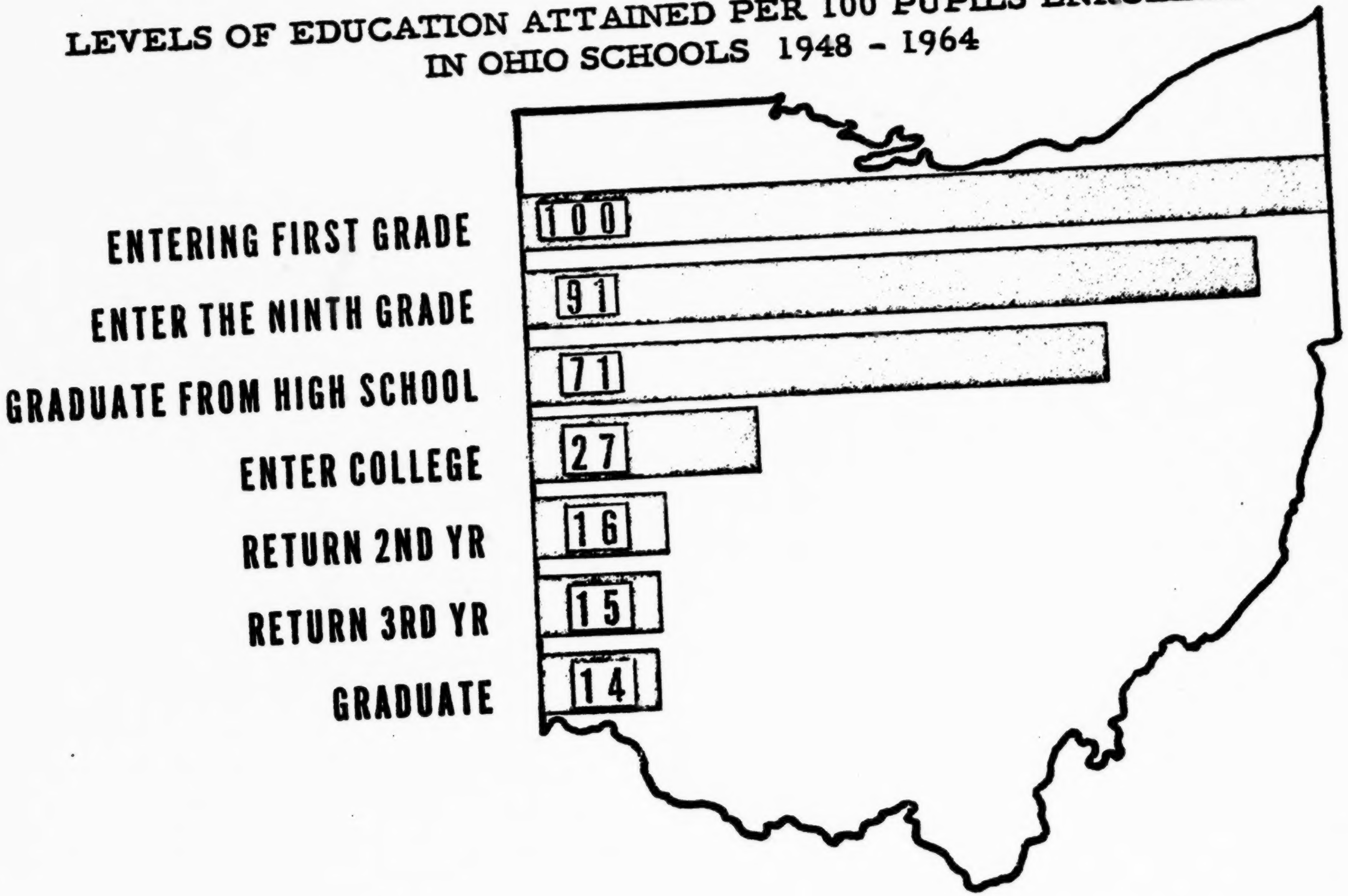


FIGURE 2.

The baseline data reported in the following table, when compared with similar data collected in succeeding years, may provide an index of the degree to which the ultimate objectives of Title I projects and programs have been successful. Continuing education as used here includes students who enter one of the following on a full or part-time basis: post graduate high school course, junior college, college or university, a vocational or technical institute, or a nursing school.

TABLE 7. CONTINUING EDUCATION PATTERNS IN TITLE I HIGH SCHOOLS

Percent of Graduates Continuing Education	Title I Schools	
	Number	Percent
Zero to ten percent	15	3.56
Eleven to twenty percent	37	8.79
Twenty-one to thirty percent	80	19.00
Thirty-one to forty percent	107	25.42
Forty-one to fifty percent	88	20.90
Fifty-one to sixty percent	57	13.54
Sixty-one to one hundred percent	37	8.79
Totals	421	100.00

" . . . where there is an open mind,
there will always be a frontier."

--Charles F. Kettering

PART III

PROJECTS AND PROGRAMS

Fiscal year 1966 was the birth year of Title I and a year of trials. This first year of operation--or more accurately, this first partial year of operation--was a period of testing and being tested. How much did Title I do for disadvantaged children in Ohio in less than one year? How well was it done?

To answer the above questions, objective information about each funded project was sought not only to describe the end results, but to learn about the characteristics of the students served and procedures whereby student behavior was, hopefully, changed in a positive direction.

Certain limitations about the data collected from project and program evaluation forms which are reported in this section should be kept in mind. Because each project and each program had their own characteristics, compositing data in a meaningful manner was frequently difficult. The reader is urged to qualify the data in terms of the limitations set forth in the Introduction, to note the context in which various data are presented, and not to overextend what is reported.

STATISTICAL INFORMATION

All information reported here is based on the best available data at the time the report was compiled. The two main sources of data are the evaluation instruments described in the Introduction and the expenditure account reports submitted by local districts after projects terminated.

Projects, Programs, and Participants

Data related to numbers of projects, programs, and participants are reported in the table below.

TABLE 8. TITLE I PROJECTS, PROGRAMS, AND PARTICIPANTS IN OHIO IN FISCAL YEAR 1966

Projects funded under Title I of Public Law 89-10	1035
Programs--i.e., projects within single school districts--funded under Title I	654
Districts reporting meaningful data on unduplicated numbers of project participants	625
Reported unduplicated number of project participants	223,354

Financial Expenditures and Encumberances

Over $34,000,000 was expended or encumbered for the projects approved in Ohio in fiscal year 1966. The exact dollar amount will not be known until all encumberances are liquidated on or before June 30, 1967 and final expenditure reports are filed with the Ohio Title I Office. However, final expenditure patterns probably will not vary significantly from those reported in preliminary reports. Composite data from these reports are recorded in the table on the next page. Following that is a table showing a percentage breakdown of expenditures.

Based on the information collected in these preliminary reports, $34,169,402 was committed in the 1035 funded projects. The average expenditure per student participant was approximately $150.

TABLE 9. P.L. 89-10 PROJECT EXPENDITURES AND/OR ENCUMBERANCES IN FISCAL YEAR 1966 ACCORDING TO END-OF-PROJECT EXPENDITURE REPORTS

FOR PROJECT OPERATION	Dollars Expended and/or Encumbered		
Account Categories	Salaries	Other Expenses	Total
Administration	$ 1,225,455	$ 196,248	$ 1,421,703
Instruction	11,166,740	6,667,721	17,834,461
Attendance Services	64,903	6,544	71,447
Health Services	222,779	290,574	513,353
Pupil Transportation Services .	288,573	536,062	824,635
Operation of Plant	360,302	251,341	611,643
Maintenance of Plant	47,302	34,891	82,193
Fixed Charges	464,445	1,086,132	1,550,577
Food Services	90,481	304,876	395,357
Student Body Activities	44,849	19,377	64,226
Community Services	29,952	17,084	47,036
Minor Remodeling	19,016	163,376	182,392
Initial/Additional Equipment. .	177,756	7,470,691	7,648,447
Total for Project	$14,202,553	$17,044,917	$31,247,470

FOR CONSTRUCTION	Dollars Expended and/or Encumbered
Account Categories	
Sites	$ 5,964
Buildings	52,014
New Buildings and Building Additions	376,419
Remodeling of Building	886,993
Equipment	1,600,542
Total for Construction	$2,921,932
Grand Total	$34,169,402

TABLE 10. P.L. 89-10 PROJECT EXPENDITURES AND/OR ENCUMBERANCES IN PERCENTS ACCORDING TO END-OF-PROJECT EXPENDITURE REPORTS

FOR PROJECT OPERATION	Percent of Grand Total		
Account Categories	Salaries	Other Expenses	Total
Administration.	3.59	0.57	4.16
Instruction	32.68	19.51	52.19
Attendance Services	0.19	0.02	0.21
Health Services	0.65	0.85	1.50
Pupil Transportation Services . .	0.84	1.57	2.41
Operation of Plant	1.05	0.74	1.79
Maintenance of Plant.	0.14	0.10	0.24
Fixed Charges	1.36	3.18	4.54
Food Services	0.27	0.89	1.16
Student Body Activities	0.13	0.06	0.19
Community Services.	0.09	0.05	0.14
Minor Remodeling.	0.05	0.48	0.53
Initial/Additional Equipment. . .	0.53	21.86	22.39
Total	41.57	49.88	91.45

FOR CONSTRUCTION	
Account Categories	Percent of Grand Total
Sites	0.02
Buildings	0.15
New Buildings and Building Additions	1.10
Remodeling of Building	2.60
Equipment	4.68
Total for Construction	8.55
Grand Total	100.00

Financial Interrelationships

Because every project was different and because of the manner in which evaluation data were submitted, specific financial interrelationships for fiscal year 1966 are not available on a statewide basis. At the time of project submission, each project application was reviewed for an internal balance of the kinds of proposed expenditures in relation to the types of instructional and/or service activities that were to be provided. The following figure shows interrelationships that were irherent to Title I projects. Tables 9 and 10 on the preceding pages provide data about fiscal interrelationships. Other tables throughout this report provide insight about educational interrelationships.

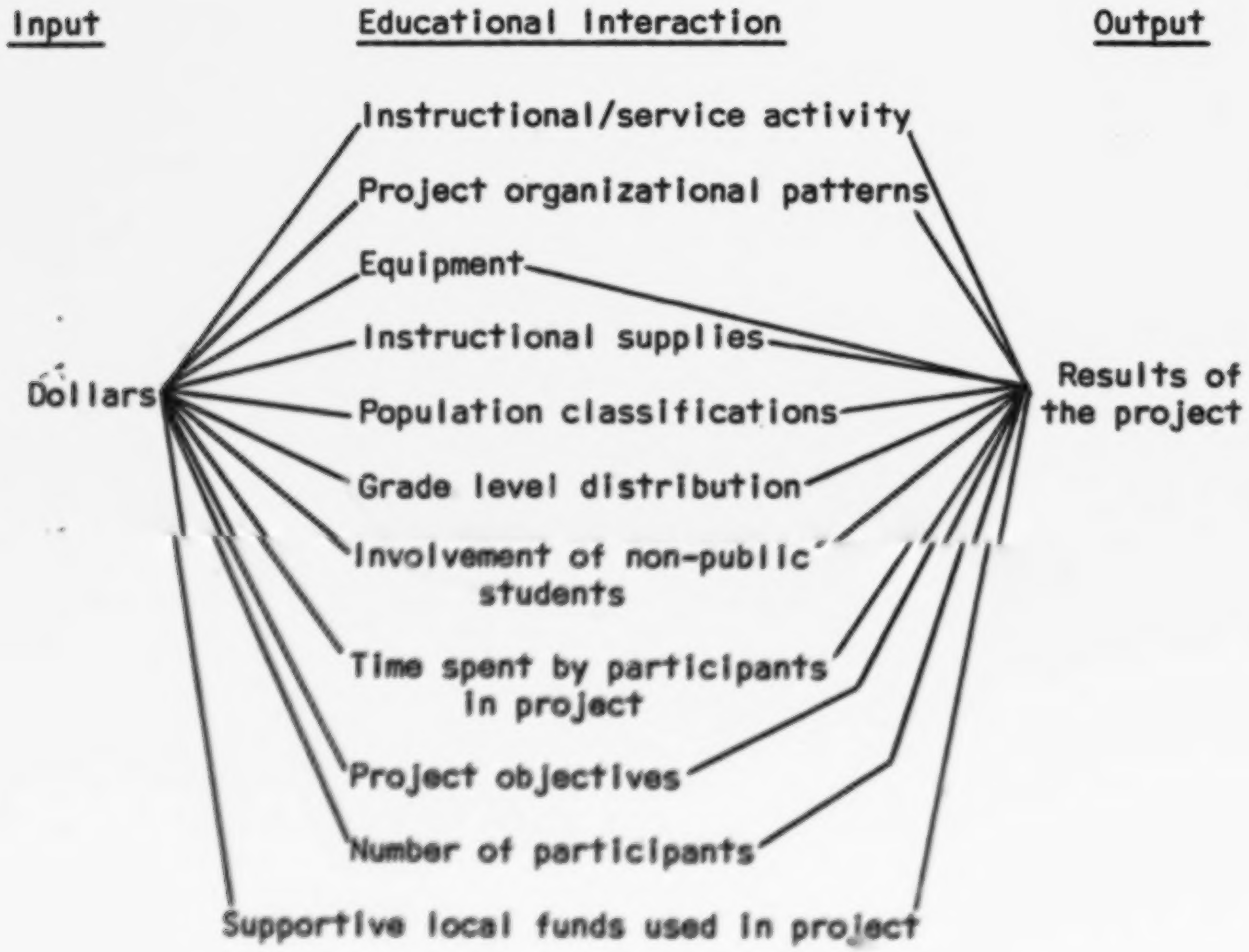

Input
Educational Interaction
Output
Instructional/service activity
Project organizational patterns
Equipment
Instructional supplies
Dollars
Population classifications
Results of the project
Grade level distribution
Involvement of non-public students
Time spent by participants in project
Project objectives
Number of participants
Supportive local funds used in project

FIGURE 3. FINANCIAL INTERRELATIONS INHERENT TO TITLE I PROJECTS

"If a free society cannot help the many who
are poor, it cannot save the few who are rich."

--John F. Kennedy

CHARACTERISTICS OF TITLE I PROJECTS

Just as educationally disadvantaged children differ from one another, projects designed to meet the needs of groups of such children differ. Analysis of 1966 projects does, however, reveal certain common instructional and supportive components with specific implementation procedures. Insufficient time has elapsed to determine whether those project activities now reported to be most beneficial will, over a longer period of time, prove to be most effective in bringing about positive changes in children.

Instructional and Supportive Components

Many projects had multiple instructional areas as well as allied services designed to increase the effectiveness of instructional activities. Using weighted values for evaluation responses, the statewide ranking of instructional and supportive components is in Table II. Language-arts was ranked significantly higher than any other category. Improvement of motivation and interest also ranked high. Other categories, although important, ranked relatively lower. For raw data, see Item 13, Appendix I.

Primary Characteristics

An interrelationship of ranked characteristics of project participants, objectives, instructional areas, and procedures is not available on a statewide basis for 1966 projects. Interrelationships that were, to some unknown degree, interactional in many projects are shown in Figure 4. Weighted values based on rank-order responses were used to compile the listings.

Implementation Procedures

A wide variety of procedures was utilized to implement projects. As shown in Table 12, evaluators ranked individualization of instruction as the most important method of modifying behavior of educationally disadvantaged children. Special grouping and reduced class size, or reduced pupil-teacher ratio, were also considered to be effective organizational plans. Use of new equipment and instructional supplies was ranked as important for bringing about curriculum change. In most cases, existing plant facilities were used. For further information see Item 14, Appendix I.

TABLE II. RANKED IMPORTANCE ASSIGNED BY LOCAL EVALUATORS TO INSTRUCTIONAL AND SUPPORTIVE COMPONENTS WITHIN PROJECTS

Rank	Language Arts	Motivation and Enrichment	Sciences	Vocational	Health and Guidance	Parent Involvement
1	Reading skills					
2	Language arts or communication skills					
3	. . . .	Improvement of motivation or interest				
4	Study skills					
5	Library or resource center usage					
6	. . . .	. . . .	Mathematics			
7	. . . .	. . . .	. . . .	. . . .	. . . .	Home-school relationships and cooperation
8	. . . .	. . . .	. . . .	. . . .	Physical development activities	
9	. . . .	Preschool or readiness activities				
10	. . . .	Understanding humanities or cultural development				
11	. . . .	. . . .	. . . .	Vocational awareness		

(Table continues on next page)

TABLE II. (Continued) RANKED IMPORTANCE ASSIGNED BY LOCAL EVALUATORS TO INSTRUCTIONAL AND SUPPORTIVE COMPONENTS WITHIN PROJECTS

Rank	Language Arts	Motivation and Enrichment	Sciences	Vocational	Health and Guidance	Parent Involvement
12	. . . .	. . . .	Science (general)			
13	. . . .	. . . .	. . . .	. . . .	. . . .	Parent education activities
14	. . . .	. . . .	. . . .	. . . .	Psychological diagnosis and follow-up	
15	. . . .	. . . .	Social science			
16	. . . .	. . . .	. . . .	. . . .	Speech and hearing therapy	
16	. . . .	. . . .	. . . .	. . . .	Medical examinations and treatment	
18	. . . .	. . . .	. . . .	Business education		
19	. . . .	. . . .	. . . .	. . . .	Services of school nurse(s)	
20	. . . .	. . . .	. . . .	. . . .	Nutrition	
21	. . . .	. . . .	. . . .	Industrial arts		
22	. . . .	. . . .	. . . .	. . . .	Dental examinations and treatment	
23	. . . .	Special education				
24	. . . .	. . . .	. . . .	. . . .	Provision of clothing	

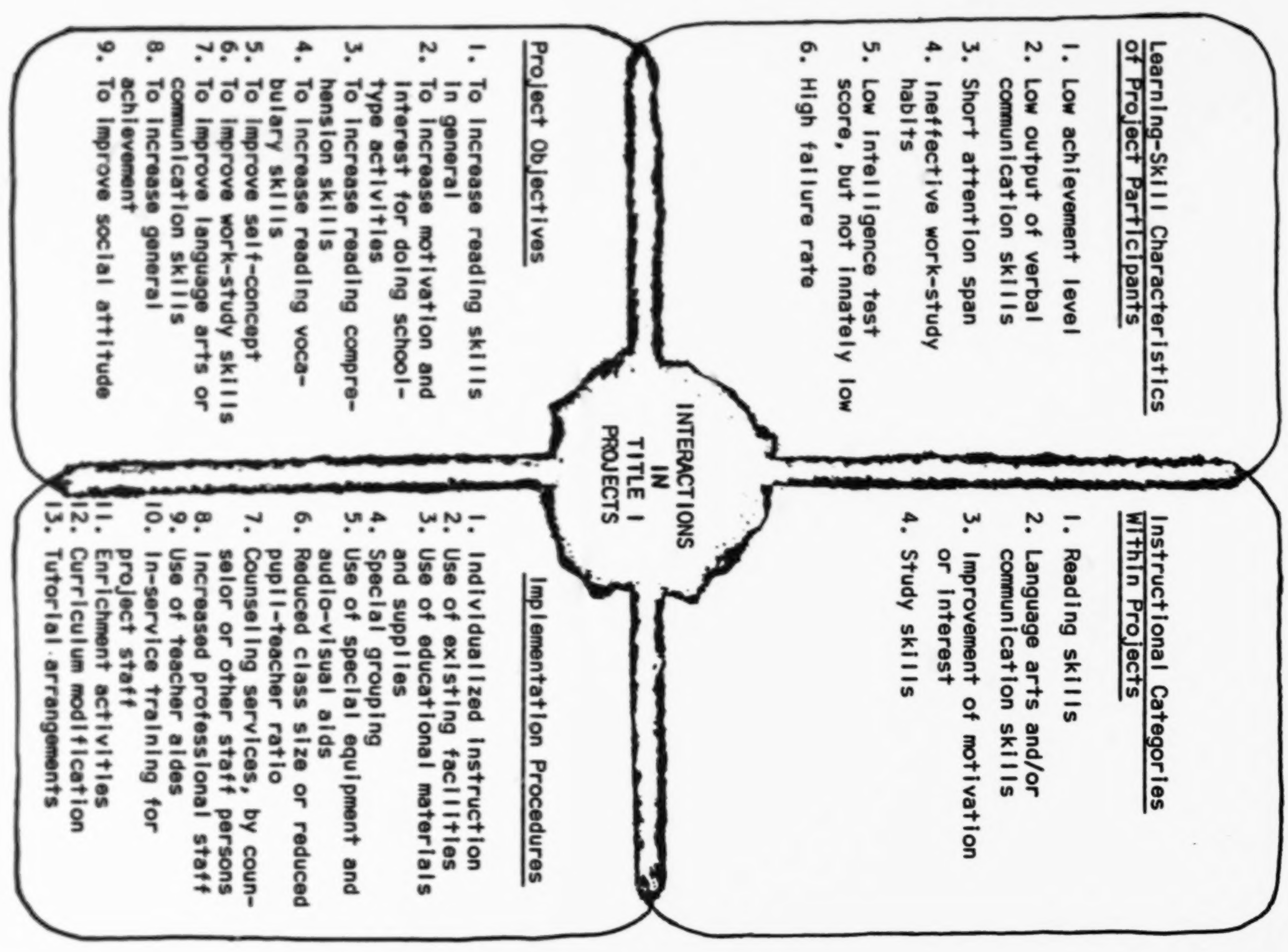

Learning-Skill Characteristics of Project Participants
1. Low achievement level
2. Low output of verbal communication skills
3. Short attention span
4. Ineffective work-study habits
5. Low intelligence test score, but not innately low
6. High failure rate
Instructional Categories Within Projects
1. Reading skills
2. Language arts and/or communication skills
3. Improvement of motivation or interest
4. Study skills
INTERACTIONS IN TITLE I PROJECTS
Project Objectives
1. To increase reading skills in general
2. To increase motivation and interest for doing school-type activities
3. To increase reading comprehension skills
4. To increase reading vocabulary skills
5. To improve self-concept
6. To improve work-study skills
7. To improve language arts or communication skills
8. To increase general achievement
9. To improve social attitude
Implementation Procedures
1. Individualized instruction
2. Use of existing facilities
3. Use of educational materials and supplies
4. Special grouping
5. Use of special equipment and audio-visual aids
6. Reduced class size or reduced pupil-teacher ratio
7. Counseling services, by counselor or other staff persons
8. Increased professional staff
9. Use of teacher aides
10. In-service training for project staff
11. Enrichment activities
12. Curriculum modification
13. Tutorial arrangements

FIGURE 4. PROJECT INTERRELATIONSHIPS INHERENT TO TITLE I PROJECTS

TABLE 12. RANKED IMPORTANCE ASSIGNED BY LOCAL EVALUATORS TO IMPLEMENTATION PROCEDURES

Rank	Organizational Plan	Curriculum Changes	Supportive Services	Personnel Changes	Facilities
1	Individualized instruction				
2	. . . .	. . . .	. . . .	. . . .	Use of existing plant facilities
3	. . . .	Use of educational materials and supplies			
4	Special grouping				
5	. . . .	Use of equipment and audio-visual aids			
6	Reduced class size or reduced pupil-teacher ratio				
7	. . . .	. . . .	Counseling services, provided by counselor or other staff persons		
8	. . . .	. . . .	. . . .	Increased professional staff	
9	. . . .	. . . .	. . . .	Use of teacher aides	
10	. . . .	. . . .	In-service training for project staff		
11	. . . .	Enrichment activities			

(Table continues on next page)

TABLE 12.(Continued)RANKED IMPORTANCE ASSIGNED BY LOCAL EVALUATORS TO IMPLEMENTATION PROCEDURES

Rank	Organizational Plan	Curriculum Changes	Supportive Services	Personnel Changes	Facilities
12	. . . .	Curriculum content modification			
13	Tutorial arrangements				
14	. . . .	. . . .	. . . .	Increased supervisory staff	
15	. . . .	Use of community resources (museums, camps, parks, etc.)			
16	. . . .	Use of programmed learning procedures			
17	. . . .	. . . .	Health services and follow-up		
18	. . . .	. . . .	Psychological services and follow-up		
19	. . . .	. . . .	. . . .	. . . .	Use of remodeled facilities
20	Team teaching				
21	. . . .	. . . .	Parent education activities		
22	Itinerant teacher, within a building				
23	Itinerant teacher, between or among buildings				
24	. . . .	. . . .	Social work activities		
25	. . . .	. . . .	. . . .	. . . .	Use of rented facilities

> " . . . improved teaching materials offer great opportunities for improving learning, opportunities which we have only begun to explore."
>
> --Edgar Dale

INSTRUCTIONAL MEDIA

An unending variety of instructional media (projectors, tape recorders, reading laboratories, textbooks, workbooks, library books, manipulative devices, miscellaneous materials) was purchased in sizeable quantities with Title I funds.

Expenditures

Of the 34 million dollars spent for Title I projects in Ohio in fiscal year 1966, approximately 6 million dollars was expended for "soft" instructional supplies and approximately 9 million dollars for "hard" equipment (instructional machines, classroom furniture, and office furnishings). Neither evaluation instruments nor financial reports required an item-by-item breakdown of equipment expenditures; therefore, the exact amount spent for instructional media cannot be determined. However, on a statewide basis, funds spent for equipment and supplies were, even in this first year of Title I operation, kept in balance with funds for instructional and supportive-staff salaries. Over 14 million dollars was spent for salaries. See pages 25-26 of this report for fiscal details.

Evaluation Limitations

Because of certain unavoidable limitations, local evaluators frequently reported that objective evaluation of the effectiveness of instructional media was extremely difficult. The limitations included:

- Equipment and materials frequently arrived too late to be of significant benefit to the project. Reported data indicated that in 805 of 1018 projects some equipment, materials, or supplies could not be secured in time for use within projects.

- When new equipment, visual aids, books, and other materials did arrive, staff members frequently were unfamiliar with the new media and did not have sufficient time or opportunity to learn how to use them effectively.

- The short-term nature of many projects curtailed objective reporting of the role equipment and materials played in attaining behavioral changes in children.

- The degree to which the Hawthorne effect skewed data could not be determined.

Effectiveness

The effectiveness of instructional media in motivating or bringing about behavioral changes in project participants can only be reported in generalized terms. Reported in Table 13 are data collected from two narrative evaluation listings: (1) equipment and/or materials that local evaluators reported to be of considerable assistance in attaining behavioral change in children; and (2) equipment and/or materials reported to be of little or no value in attaining behavioral change in children.

Observations that can be made about the data in Table 13--qualified by subjective analysis of narrative responses--include:

- Laboratories, kits, and special sets were reported to be of considerable value more frequently than any other type of media. There was, however, some indication that certain sets were of limited value with some age groups and for some purposes.

- Visual equipment and supplies were mentioned as being of considerable value more frequently than audio equipment and supplies. Negative responses suggested that certain types of audio-visual equipment and supplies were less effective than others.

- Instructional manipulative media (flash cards, charts, games) were mentioned as being of value more frequently than expressive manipulative media (art, craft, and musical equipment and supplies).

- "Traditional" textbooks, workbooks, and text-workbook combinations were reported to be of little or no value more frequently than other media. However, a number of evaluators reported that properly selected media of these types can be effective in working with educationally disadvantaged children.

- "Non-traditional" and more expensive types of media (reading machines, various types of projectors, sets with multi-level materials, manipulative devices and materials) tended to be mentioned more frequently than "traditional" media (textbooks, workbooks, text-workbook combinations, library books).

For a supplemental report entitled "An Analysis of Instructional Media Utilization in Thirty-Two Selected Title I Projects," see Appendix II.

TABLE 13. EFFECTIVENESS OF INSTRUCTIONAL MEDIA USED IN TITLE I PROJECTS ACCORDING TO SUBJECTIVE ANALYSIS OF NARRATIVE DATA

	Number of Times Reported	
Type of Media	Considerable Value	Little or No Value
Laboratories, kits, special sets	331	33
Textbooks	117	64
Printed materials (non-specific)	106	23
Library books	103	12
Workbooks/text-workbook combinations	87	41
Visual equipment	266	47
Visual supplies	179	37
Visual (non-specific)	69	5
Television	21	4
Audio equipment	182	25
Audio supplies	40	24
Audio (non-specific)	56	4
Audio-visual (non-specific)	69	3
Instructional manipulative media-- *e.g.*, flash cards, word games, charts	124	7
Expressive manipulative media-- *e.g.*, art, craft, or music equipment or supplies	61	12
Manipulative media (non-specific)	22	2
Physical education or recreational	79	8
Industrial arts	27	1
Business education	20	1
Science	17	3
Other	67	16

> "It does no good to build new schools, to stock libraries, to use the latest electronic devices, to reform curriculums, to provide instructional plans without providing able and well prepared teachers."
>
> --Russell G. Stauffer

STAFF DEVELOPMENT

In the opinion of many educators, Title I projects have little chance of success unless they are implemented by a knowledgeable, dedicated, and well trained professional staff--teachers and directors alike. Characteristics local school administrators might look for or attempt to develop in staff members include:

- Realistic understanding of the general needs of educationally and culturally disadvantaged children
- The ability to accept individual children as they are and to establish rapport with them
- The ability to effectively help disadvantaged children, not just teach subject matter
- Knowledge of remediation techniques
- Knowledge of effective ways to select and to use present day instructional media

Needless to say, recruiting and developing a staff that meet the above criteria is much easier in theory than it is in practice. Some of the problems and successes of first-year Title I efforts are described on the following pages.

Personnel Shortages

The most perplexing problem encountered by local educators in implementing Title I projects was that of personnel shortages. Teachers with special certification were especially difficult to secure. Teachers with regular certification who could be added to the staff between January and the end of the regular school year were also in short supply. Personnel in specialized fields such as school psychology and speech therapy were impossible to find in many parts of the state. For this reason, project components involving these specialists often had to be dropped. In a few isolated instances, entire projects were withdrawn because key personnel could not be recruited.

TABLE 14. PERSONNEL SHORTAGES LOCAL SCHOOL DISTRICTS EXPERIENCED IN INITIATING AND IMPLEMENTING TITLE I PROJECTS

Type of personnel	Number of Times Reported
Teachers with special certification.	212
Regular classroom teachers	196
Psychologists.	153
Speech therapists.	128
Consultants	101
Counselors	92
Administrators or supervisors.	79
Social workers	68
Other or not specified	186
Total	1205

Extension of Staff Resources

Methods of solving personnel problems varied. Many districts implemented summer projects and employed school year staff members on an extended time basis. Some districts held classes after school hours or on Saturdays. Other reasons that made extended time scheduling feasible included non-public participation requirements and classroom space needs. In some districts, teachers who had dropped from the teaching profession were persuaded to return on either a full- or part-time basis.

Non-professional, non-certified persons were employed in numerous instances to help implement projects. Many of these persons were teacher aides who freed professional people from routine tasks and thereby increased the amount of time teachers were able to work directly with children.

TABLE 15 .METHODS OF EXTENDING LOCAL STAFF RESOURCES FOR
TITLE I PROJECTS

Methods		Number of Times Reported
Use of current staff on extended-time basis		
Summer school	612	1512
After school hours	227	
On Saturdays	76	
Non-specified extended time	597	
Use of non-professional, non-certified persons		456
Use of non-educational professional persons		261
Use of certificated teachers who had dropped from the teaching profession		175
Involvement of persons providing social-work services		102
Other		104

In-Service Training

In-service training was considered an integral part of numerous Title I projects. Many project developers felt that highly motivated and well-trained staff members would improve the quality of projects and increase the opportunities for success with the selected children. Depth of training and areas of concentration varied considerably from district to district. Understanding educationally disadvantaged children, techniques for teaching remedial reading, and instruction in the use of new equipment or instructional materials were but a few of the topics covered in in-service training sessions. For a summary of reported in-service activities, see the table below.

TABLE 16. UTILIZATION OF IN-SERVICE TRAINING FOR TITLE I PROJECT STAFF DEVELOPMENT

Categories	Reported Data
Projects in which in-service training was used to develop staff resources	617
Projects in which college or university consultants provided in-service training. . . .	267
Projects in which representatives or consultants from commercial suppliers provided in-service training.	438
Projects in which funds were expended for in-service training	333
Estimated funds expended for in-service training.	$622,110
Persons receiving in-service training.	13,816
Average number of hours each person spent in in-service training	17

> "Men are not superior by reason of the accidents of race or color. They are superior who have the best heart--the best brain . . . . He (the superior man) rises by lifting others."
>
> --Robert Green Ingersoll

COOPERATIVE ACTIVITIES

Two types of cooperation were required of each local school district applying for a Title I grant--one, the program was to be designed so that qualified educationally deprived children who were enrolled in non-public elementary and secondary schools could benefit from it; and, two, the program and project(s) were to be developed in cooperation with the local Community Action Agency, if one served the area.

An optional type of cooperation was that two or more districts could decide to submit a proposal for a project under cooperative auspices.

Non-Public Participation

Title I does not authorize direct grants or benefits to non-public schools. It does, however, specify that opportunities for participation should be provided to educationally disadvantaged non-public children who reside in project areas and who have the same educational needs as the public school children.

Responsibility for identifying areas to be served and for designing projects rests with public school personnel. Federal guidelines do, however, suggest that private school officials should be consulted about the special educational needs of educationally deprived children enrolled in their schools.

Dual enrollment--that is, concurrent enrollment in both a non-public and a public school--is permitted by Ohio Code and was encouraged in Title I projects. In many cases, because of scheduling problems and building location, remedial classes and special services--e.g., health, guidance, or therapeutic treatment--were provided by project staff members who worked on non-public school premises. Approved instructional classes or services were made available to selected non-public school participants--i.e., children who qualified according to the same selection criteria as the public school project participants.

As Title I programs were implemented, existing lines of communication between public and non-public school administrators were utilized and new ones were opened.

TABLE 17. SUCCESSES AND PROBLEMS PUBLIC SCHOOL DISTRICTS EXPERIENCED IN DEVELOPING PROJECTS WITH NON-PUBLIC PARTICIPATION

Situation	Reported Data		
	Success	Problem	Other
Establishment and maintenance of lines of communication.	168	27	
No reported successes or problems. . . .			162
Handling administrative details--*e.g.*, scheduling and selection of participants.	17	23	
Collection of pupil personnel data . . .	19	6	
Determination of attendance areas to be served.	11	9	
Correlation of record systems.	7	10	
Non-public school chose not to participate			8
Other.	18	23	

As might be expected, some barriers to non-public participation did occur. Initial misunderstanding by some non-public school officials about the intent and purposes of the legislation have now largely been resolved. Problems involving the identification of children's needs, dissimilar methods of record keeping, and scheduling problems were resolved or minimized. For an analysis of successes and problems reported in the narrative portions of the evaluation reports, see the table above.

In Ohio, the vast majority of non-public students reside in metropolitan areas. Many school districts in sparsely populated areas of the state have no non-public students residing within their district, let alone their target areas. As can be seen in the table below, approximately sixty percent of the 1035 projects approved in Ohio were reportedly implemented in areas where non-public students resided.

Note that in addition to information about project areas in which non-public students resided, the table provides information about numbers of participants and project locations.

TABLE 18. PUBLIC AND NON-PUBLIC PARTICIPATION IN TITLE I PROJECTS

Projects and Project Areas	
Title I projects implemented in 1966	1,035
Reported number of project areas in which non-public students resided	614
Project Participants	
Title I project participants	223,354
Public school project participants	207,606
Non-public project participants	15,748
Project Locations	
Reported number of projects with non-public participants that were located on public school grounds	491
Reported number of projects that were located, in part, on non-public school grounds	59

The ratios of total public and non-public school populations and of total public and non-public Title I participation can be seen in the figure below.

FIGURE 5. COMPARISON OF PUBLIC AND NON-PUBLIC SCHOOL POPULATION WITH PUBLIC AND NON-PUBLIC TITLE I PARTICIPATION

Type of Student	Total School Population	Total Unduplicated Title I Participants
Public School Students	X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X X 2,279,914 X X X X X X X X X X Students X X X X X X X X X X X X X X X X X X X X X X X X X X	X X X X 207,606 X Participants X X
Non-Public School Students	X X X X X X X X X X 392,933 X X X Students	v 15,748 Participants

X represents 30,000 students. Total school populations are as of October, 1965.

In summary, the amount of non-public participation on a statewide basis appears to have been relatively proportional to public/non-public school estimates of educationally deprived students living in target areas. In addition, participation by educationally deprived non-public children apparently helped to bring about increased interaction and communication between public and non-public school officials without engendering serious problems.

Cooperation with Community Action Agencies

In attendance areas served by Community Action Agencies, local educators were required to develop projects and programs in cooperation with Community Action leaders. Cooperation here means continuous and genuine working relationships during the period when programs are being planned and developed and also while they are being carried out. However, federal guidelines for Title I clearly state that cooperation does not give local Community Action Agencies approval or disapproval authority over Title I programs.

In accordance with the wording and the intent of both the Elementary and Secondary Education Act and the Economic Opportunity Act, agencies are to fashion and shape their respective programs to complement and supplement one another, thereby avoiding competition, waste, and duplication. Although funds may not be comingled, they may be used simultaneously to finance identifiable portions of a single project.

That coordination of Title I and Community Action programs in Ohio was a complex task in fiscal 1966 can best be understood by knowing that over 650 separate school districts implemented Title I projects and that 50 or fewer Community Action Agencies were in operation. By June, 1966, nearly all 88 counties in Ohio had approved Community Action Agencies but a number of these agencies were just being organized.

Of the 1035 projects funded in 1966 in Ohio, 508 projects--or nearly fifty percent of all projects approved in the state--were reported as being implemented in school districts where approved Community Action Agencies were functioning. On the other hand, 490 projects were reported as being implemented in areas in which no Community Action programs were operating.

Even in school districts where Community Action Agencies were functioning, cooperation between local educators and Community Action leaders was often reported as minimal. Reasons varied. In some instances, the Community Action Agency was just being organized. In others, because of the lateness of firm guidelines for Title I, time was considered too short in fiscal 1966 for the local educational agency to involve the Community Action Agency beyond a routine level.

The table on the following page, tabulated from narrative responses to questions, indicates successes and problems local school districts encountered as they discussed the needs of educationally disadvantaged children and Title I project proposals with Community Action personnel.

Data in the table indicate that the overall attitude of Title I evaluators toward Community Action Agencies and activities was generally positive. In the opinion of these same evaluators, Community Action personnel generally had a positive attitude and interest toward educational activities and programs. Lack of stability in Community Action Agency policy was of some concern to a number of the school personnel. In addition, several districts indicated concern about the Community Action Agencies' concept of their role and function in relation to Title I. While many responses were of a relatively neutral or "weak" positive nature, data obtained suggest that in some areas of the state a degree of non-cooperativeness existed at local levels, perhaps more than was mentioned in the evaluation reports.

TABLE 19. BENEFITS AND DIFFICULTIES SCHOOLS EXPERIENCED IN WORKING WITH COMMUNITY ACTION AGENCIES

Situation	Beneficial to Title I Program	Non-Beneficial to Title I Program
General attitude of Local Educational Agencies toward Community Action Agencies and Community Action programs	206	4
Community Action Agency's interest in educational activities and instructional programs	25	4
Stability of Community Action Agencies and Community Action policies	24	15
Community Action Agency's awareness of its role and function in relation to Title I	15	12
Other	33	7

Examples of successful interrelationships of Title I and Community Action programs included:

- In some districts information was shared to determine local needs and to design non-overlapping programs to meet these needs.
- Community Action job trainees and Neighborhood Youth workers were utilized as aides, clerks, or custodial assistants to help provide supportive staff personnel in several Title I projects.
- Health services supplied by Community Action programs supplemented a small number of Title I instructional programs.
- Concurrent summer programs for children with different needs, such as Head Start programs for preschoolers with Community Action funds and remedial reading projects for older educationally disadvantaged children with Title I funds, were implemented in many communities.

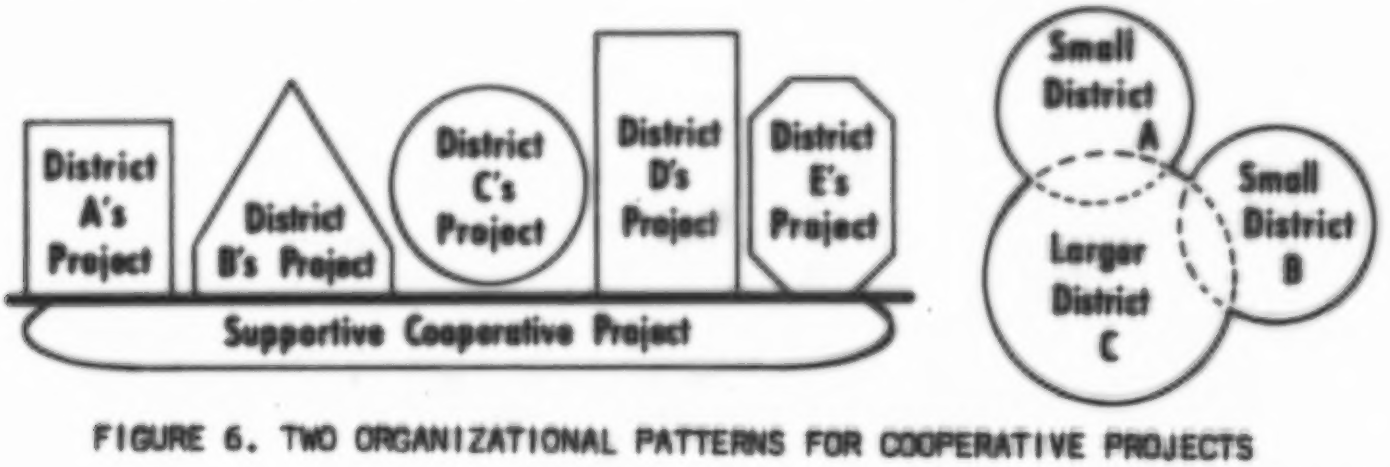
Cooperative Projects Between Districts

Very few inter-district cooperative projects were implemented in Ohio in fiscal year 1966. In one cooperative venture, five school districts--each of which locally implemented one or more Title I projects--turned a portion of their allocation over to the County Board of Education for a project designed to supplement and enrich the local projects. As a result of this cooperative project, a bus equipped with audio-visual equipment and supplies was made available on a scheduled basis only to support Title I project groups in each district.

In another cooperative project, two very small elementary districts in the Appalachia area of Ohio combined their allocation with a portion of the allocation from a neighboring exempted village district to have sufficient funds to implement a project. Through the means of this cooperative venture, small group instruction in a fully equipped mobile unit was made available to selected children in all three districts. To simplify implementation and to meet requirements of the Act, the exempted village district acted as administrative and fiscal agent for all three districts.

Project application procedures for cooperative projects, such as the two described above, proved slightly more difficult than those for the average single district project. In addition, fiscal accounting procedures were somewhat more complex. The problems, however, were not insurmountable and the anticipated benefits, in the opinion of the educators involved, made the efforts worthwhile.

In cooperative projects in which County Boards of Education were involved, the arrangement of allocating money to a local district and permitting subcontracting of funds to county offices was raised as a legal question. As the result of an auditor's ruling, 1967 cooperative projects are funded directly from the Ohio Department of Education to the County Board of Education, rather than from the state agency to the local district to the county board. Both fiscal accounting and auditing procedures having thus been simplified, cooperative projects were made feasible in a number of counties in fiscal year 1967.



A.
DISSIMILAR TITLE I PROJECTS SUPPORTED
BY A COMMON COOPERATIVE PROJECT

B.
ONE COOPERATIVE TITLE I PROJECT
SERVING SEVERAL SCHOOL DISTRICTS

FIGURE 6. TWO ORGANIZATIONAL PATTERNS FOR COOPERATIVE PROJECTS

> " . . . innovation is more than a new method. It is a new view of the universe, as one of risk rather than of chance or of certainty. It is a new view of man's role in the universe; he creates order by taking risks. And this means that innovation, rather than being an assertion of human power, is an acceptance of human responsibility."
>
> --Peter Drucker

EXEMPLARY PROJECTS

In this section, selected exemplary projects implemented in Ohio during the 1965-66 school year or during the summer of 1966 are briefly described. An attempt has been made to abstract the projects in a manner that provides a meaningful overview.

The selected projects are but a few of the 1035 projects implemented in the state that could be considered exemplary. As used here, exemplary means "serving as commendable examples, models, or procedures." To be exemplary, a project may or may not be innovative. Innovative, in this context, means "characterized by newness and/or changes as in ideas, methods, or devices." A project that is merely innovative may not be exemplary, particularly if innovation is focused on novelty to the exclusion of quality.

Since very few projects could be selected for this report, and in an effort to get as wide a range as possible, a deliberate effort was made to select projects from major cities, from suburbs and rural areas within metropolitan areas, and from urban and rural areas outside metropolitan areas.

Although the descriptions focus on exemplary and innovative practices, the relationships among participants, objectives, procedures, and results are included to broaden the meaningfulness of the summary.

STRENGTHENING LANGUAGE ARTS EXPERIENCES

Exemplary Feature: This comprehensive, diversified project--which was implemented in a city system in northern Ohio--had four components designed to strengthen language-arts-related experiences of low achieving pupils. The components were: a primary program; a secondary program; a home-school visitor program; and a library program.

Students: 705 educationally deprived pupils--grades K-2 and 7-12.

Cost: $215,758 total; approximately $300 per student.

Time: Approximately 86 hours per student.

Objectives: To improve language arts and communicative skills; to increase reading skills; to increase school readiness; to enrich experiences through field trips and recreational activities; to improve project staff ability by providing additional resources and by encouraging development and use of innovative materials and methods.

Procedures: Through the use of teacher aides, enrichment teachers, and resource teachers, the verbal and social aspects of learning for the selected children were more realistic. Library aides helped provide coordination within the project. An audio-visual technician instructed teachers in the use of new media so that they could expand and broaden their experiences. In one school, a Spanish-speaking enrichment teacher was hired to work with Puerto Rican immigrants. Perceptual training, motor control exercises, aural-oral activities, individualized instruction with high-interest books, programmed and linguistic techniques, and instructional games were among the teaching procedures utilized.

Results: Posttests, after eighteen weeks, showed average gains of 3 to 5 months in reading skills and in general achievement. New techniques in word analysis challenged students with the result that former restless, undisciplined students became more quiet and keenly interested. Evaluation of the project provided direction for specific modifications designed to enhance the learning opportunities of educationally deprived children.

Human Interest: Picture a boy from Athens, Greece, unable to speak English, transported into an American classroom. During the two and a half months in the new classroom situation, he developed self-confidence, an ability to communicate, and an enthusiasm for learning. The relaxed and informal type program of the project provided just the right atmosphere for this child who needed special attention.

CHILD STUDY CENTER WITH ASSOCIATED SATELLITE REMEDIATION CENTERS

Innovative Feature: In this large consolidated district in central Ohio, a child study center was established to service thirteen satellite remediation centers--seven elementary, three junior high, and three high school.

Students: 315 students, preschool through grade 12, who had academic or personality difficulties.

Cost: $36,414 total; approximately $430 per student.

Time: 20-25 hours per student.

Objectives: To improve perceptual ability, reading level and reading speed, school and social adjustment; to enlist parent aid in alleviating the problems of their children.

Procedures: The child study center was staffed by a project supervisor, evaluator, psychologist, social worker, case workers, and secretaries. Each satellite center was assigned a full-time remedial specialist. Children with more severe problems were referred by the psychologist to the child study center for further evaluation and assistance. Varied techniques were used to help pupils in their individual problem areas.

Results: Improvements in social adjustment, reading comprehension and speed, and alleviation of personality problems were noted. Parents were appreciative and cooperative regarding remedial and psychological help.

SUMMER READING IMPROVEMENT PROGRAM

Innovative Feature: This project for disadvantaged readers, implemented in a local district in western Ohio, included a quasi-recreational physical education component directly designed to improve motor-muscular control, body concept, and self-image and indirectly designed to complement the more formal reading phase.

Students: 118 educationally disadvantaged students--grades K-7.

Cost: $19,293 total; approximately $160 per student.

Time: Approximately 90 hours per student.

Objectives: To improve word identification, comprehension, and interpretation skills; to improve motor-perceptual skills, body image, and self-concept; to enrich background experience; to improve appreciation of reading.

Procedures: Reading specialists worked with small groups of students, or with individuals if special needs were evident. A variety of materials and techniques were utilized. The reading phase was coordinated with the physical education phase so that children in need of special training in lateral dominance, sensory-motor development, and space orientation received special help.

Results: In six weeks a median gain of one and a half months was shown in reading while improvement was noted in all motor-perceptual areas. The Kephart Study was used for evaluating the latter. Gains were apparent in self-concept and self-confidence. Much was accomplished in the motor-perceptual area through small-group activities that were planned primarily with a fun approach.

SUMMER REMEDIAL PROGRAM IN A DAY CAMP SETTING

Innovative Feature: The organizational plan included a morning academic program and an afternoon out-of-doors program on an expansive school campus in a suburban community in central Ohio.

Students: 124 elementary and junior high students of low academic standing who lacked communicative and quantitative skills.

Cost: $28,789 total; approximately $230 per student.

Time: Approximately 190 hours per student.

Objectives: To improve basic communicative skills and to improve quantitative skills in a setting that is dramatically different from the traditional school environment.

Procedures: Students received medical examinations to discover any physical bases for learning difficulties. The project had dual organization with morning classes in an air-conditioned building and afternoon out-of-door activities that included nature study, boating, fishing, and "school-type" recreation. Academic instruction was individualized with many different approaches being used.

Results: Although no significant measurable progress was made in the eight-week session, no significant losses resulted. A slight increase in arithmetic skills suggests that summer reinforcement was of benefit. Objective evaluation suggests that the project helped participants maintain their previous grade level. Subjective evaluation suggests that students became more cooperative and now have an improved attitude toward school.

SUMMER PRESCHOOL READINESS PROGRAM

Exemplary Feature: This selected example of a preschool program was designed to provide cultural and educational experiences to disadvantaged youth. The project was implemented in a small rural district in north central Ohio, one that did not have a locally financed kindergarten program.

Students: 83 five- and six-year-old children.

Cost: $1,028 total; approximately $230 per student.

Time: Approximately 120 hours per student.

Objectives: To increase cultural horizons and capacity for social interaction; to promote a positive attitude that will prepare each student for formal school training.

Procedures:	Children attended school half-days for eight weeks. They were acquainted with materials not normally found in the homes in the community, provided opportunities that developed readiness for school activities and emphasized the need of working together, and taken on field trips to increase their awareness of local surroundings.
Results:	Structured pre-program interviews and post-program interviews were used to evaluate the project. Consensus of the university consultants who helped evaluate the program was that the program "seems to have been effective in stimulating changes in the children's behavior directed toward increasing social maturity."

COOPERATIVE WORK-STUDY PROJECT

Innovative Feature:	Educationally deprived students formed into three Junior-Achievement-type companies. Each company made and sold a different product.
Students:	32 educationally deprived students from a high school in a metropolitan area in southwestern Ohio.
Cost:	$16,538 total; approximately $516 per student.
Time:	30 to 237 hours per student.
Objectives:	To learn basic principles of economics and responsibilities of the employable adult; to improve reading achievement, math reasoning, and general attitude toward education.
Procedures:	Working with community resources, the students were organized in three companies to manufacture and market a product. Practical work experience was integrated with practical learning experience.
Results:	Program experiences helped students understand our economic system, operation of a business or service, and the importance of working together. Products produced by the project companies grossed over $1800. Reading ability, math skills, and attitudes toward school and self seemed to improve.

Human Interest: One girl, prior to the project, displayed an apathetic attitude toward education. Her attendance and scholastic records were poor and she seldom participated in school activities. During the project, she had perfect attendance and showed enthusiasm that seemed to "rub off" on other students. Her attitude changed to a more serious nature with possibilities that she will lead a more successful life.

PROJECT DROPOUT

Innovative Feature: A positive approach, which provided an educational program designed to more nearly meet the needs of potential dropouts, was basic to this project. (The 1967 continuation of this project has a more positive title--Project Dropin.)

Students: 26 high school boys identified as potential dropouts.

Cost: $9,589 total; approximately $368 per student.

Time: Approximately 400 hours per student.

Objectives: To improve motivation, attitudes about school and work, school attendance, and reading skills and comprehension.

Procedures: The community--a city near Ohio's Appalachia area--was used as a resource. Field trips provided community awareness. Instructional time was given by leaders in business, labor, and management. The remedial-reading component was initiated under the direction of an elementary teacher, who used high-interest, low-level materials. Some actual work experiences were included. During the summer, some project students were employed to help conduct a supervised recreational program for elementary students.

Results: Opinionnaires indicated that students felt a definite change in attitudes about self, school, and future outlook. The majority of students now anticipate graduation with the extra help in regular classes and summer school. Posttest reading scores, after 28 weeks, showed a median gain of 1.8 through SRA Reading Laboratory levels.

THE FEMININE ROLE

Innovative Feature: This project provided instructional guidance and laboratory experience for unwed girls who dropped out of school for pregnancy.

Students: 47 dropout girls, ages 15-18, from low-income families living in inner-city areas of a major city in northern Ohio.

Cost: $6,400 total; approximately $172 per student.

Time: Approximately 90 hours per student.

Objectives: To train the participants in child development, health and safety, family management and relations, food preparation, selection and care of clothing, and family finance. Also to provide guidance in personal development, plans for further schooling, cultural enrichment, and strengthening of value patterns.

Procedures: Small group instruction was used in a relaxed, informal atmosphere. Much counseling was related to work toward receiving a diploma, family relations, self-development, and self-concept. Providing credit toward a diploma was used as an incentive to encourage the girls to return to school.

Results: Parent questionnaires, counselor's records, and pupil self-evaluations indicated that participants used the information gained in child care and showed an interest in returning to school. Group discussions were most helpful and brought out a feeling of more self-respect with courage to seek even more improvement in self-concept.

> "We have an innate propensity to get ourselves noticed, and noticed favorably, by our kind. No more fiendish punishment could be devised, were such a thing physically possible, than that one should be turned loose in society and remain absolutely unnoticed by all the members thereof."
>
> --William James

"Evaluation is cooperative, it is
continuing, it is forward-looking."

--Robert S. Fleming

PART IV

EVALAUTION OF TITLE I ACTIVITIES

By law, evaluation is a required part of all Title I projects and programs; by logic, it is an inherent part of any sound educational programming designed to help children raise their achievement and aspirational levels.

Title I activities are subjected to an evaluation process at four levels: (1) local public school districts evaluate individual projects and individual programs; (2) state educational agencies appraise the composite impact of Title I activities within their respective states; (3) the U.S. Office of Education assesses the nationwide impact; and (4) the National Advisory Council on the Education of Disadvantaged Youth evaluates the total effectiveness of Title I programs.

The primary requirement of evaluation at each of these levels should be to assess what changes have been, or are being, brought about by project and program activities in order to improve future activities designed to attack the same or similar problems.

The following paraphrased listing of concepts[1] about evaluation provides insight into the various tasks of evaluation, Title I or otherwise, and into ways that evaluation may be considered in order to make the evaluation process most beneficial:

- Evaluation is a process, not a single isolated activity.
- Evaluation is continuous, not terminal.

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[1] Robert S. Fleming, (ed.), Curriculum for Today's Boys and Girls (Columbus, Ohio: Charles E. Merrill Books, Inc., 1963), p.506

- Evaluation is a part of teaching, not isolated from the teaching act.
- Evaluation places emphasis on individuals, not subjects alone.
- Evaluation is a realistic, simple activity.
- Evaluation takes many forms.
- Evaluation helps to clarify purposes.
- Evaluation facilitates planning.
- Evaluation involves hypothesis making.
- Evaluation is carried on with people--it is not done to people.

In view of the current situation--the newness of Title I and the limitations set forth in the introduction to this report--the reader should approach with caution and circumspection the data presented in this section.

The consensus of Ohio school people (staff and students) reflects a glowing picture of enthusiasm and vigor in classrooms around the state. In fact, the situation in education today is frequently described by such words as vibrant, exploratory, challenged, and child-centered. These attitudes are, in part, an outgrowth of activity in Title I.

Beyond the subjectively reported enthusiasm and professional activity, which is perhaps the characteristic landmark of Title I at this time, serious efforts must be directed toward a deeper level of inquiry, an inquiry that is required to determine whether present programs are or will be effective in the long-term objective of helping to break the poverty cycle.

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"Not failure, but low aim, is crime."

--James Russell Lowell

PROJECT OBJECTIVES

After major educational needs of children in target areas were determined, local school personnel formulated key objectives and developed projects and programs designed to meet the selected goals. Objectives were to be oriented toward child behavior, not toward needs of the school or needs of the staff. Project goals were to be focused in such a way that changes in children could be measured, preferably in objective rather than subjective terms.

The following table provides a rank order listing of first-year project objectives for which baseline and terminal data were reported to the Ohio Title I Office. The frequency counts were collected from 973 evaluation forms that had meaningful data on the evaluation of project objectives. On the average, four objectives were listed for each project. Unfortunately, information related to common clustering of objectives is unavailable at this time.

"To increase reading skills in general" was the most frequently listed objective. In addition, objectives related to reading comprehension skills and reading vocabulary skills ranked quite high. Based on the information reported about instructional categories within projects (Item 13, Appendix 1), reading was considered of first-rank importance in 527 projects and of second-rank importance in 66; therefore, an estimated unduplicated number of Ohio's 1035 projects that gave high priority to reading-oriented objectives is between 500 and 600.

"To increase motivation and interest for doing school-type activities" was ranked second. Other objectives in the affective (emotional) domain that ranked high were those related to self concept and to social attitude. By comparison, motivation-interest--as an instructional category rather than as an objective--was assigned first-rank importance in 116 projects and second-rank importance in 184 projects (Item 13, Appendix 1).

Other comparisons, similar to the ones above, can be made by comparing corresponding data in Table 20 and in Item 13, Appendix 1.

TABLE 20. RANK ORDER LISTING OF PROJECT OBJECTIVES FOR WHICH BASELINE AND TERMINAL DATA WERE REPORTED

Objectives	Number of Times Reported
To increase reading skills in general	482
To increase motivation and interest for doing school-type activities	407
To increase reading comprehension skills	30[illegible]
To increase reading vocabulary skills	295
To improve self-concept	250
To improve work-study skills	224
To improve language arts or communication skills	155
To increase general achievement	150
To improve social attitude	150
To increase the number of books read	126
To increase arithmetic comprehension	110
To increase participation in classroom activities	108
To improve school attendance	82
To improve motor coordination skills	75
To improve attitudes and increase interests toward school-type activities	70
To improve speech patterns	60
To increase parent participation	59
To increase independent (positive) behavior	57
To reduce behavioral deviation, *i.e.*, truancy, delinquency, vandalism	56
To increase participation in school activities	44
To increase vocation awareness/skills	43
To increase social environmental awareness	43
To increase an appreciation of literature	41
To reduce dropout rate	41
To increase school readiness	40
To increase home-school contacts	38
To improve physical growth patterns	37
To improve nutrition	33
To improve professional development of teachers	33
To improve study skills	31
To improve physical development through physical education and recreation	30
To correct/treat vision loss	29
To increase an appreciation of art	29
To stimulate curiosity	27
To increase perception and awareness of beauty	27
To increase an awareness and an appreciation of humanities	19
To acquaint students with library services and/or material resource centers	18
To increase an appreciation of music	18
To increase understanding and knowledge of science	17
To correct/treat hearing loss	11
To improve emotional health	10
To increase amount of reading material in the home	10
To increase facility with and knowledge of industrial arts	8
To expand understandings of social sciences	8
To improve business education skills	7
To increase self referrals to counselors or psychologists	5
To overcome speech defects	4
To improve physical health through medical and/or dental treatment	4

EVALUATION DESIGNS

As can be seen in the table below, a variety of designs were used to evaluate Title I projects. Pretest-posttest evaluation designs were used for most projects. In some instances, districts intended to use a pretest-posttest design but, because of time factors or unavailability of suitable instruments, they were able to obtain only terminal or baseline data.

TABLE 21. EVALUATION DESIGNS USED FOR TITLE I PROJECTS

Evaluation Design	Reported Number of Projects
Project group data reported, pretested and posttested but using no comparisons with past performance or other groups	372
Project group, pretested and posttested, and compared with standard data from local, state, or national norms	293
Terminal project measurement only with no comparison to other groups or to past performance with the same group	157
Experimental group used as its own control, pretested and posttested, and checked for gains or losses as compared with "expected" gains or losses	65
Project group data compared with expected change based on past progress data from the project school	50
Randomized group assigned as experimental and controls	7
Existing groups, demonstrated to be equivalent on important variable(s), used as experimental and control	1
Other	50
Total Designs Reported	995

> " . . . unless the criteria of effectiveness are related to changes in students, the researcher has avoided the primary criterion and used only proximate criteria."
>
> --Benjamin S. Bloom

MEASUREMENT INSTRUMENTS

Selection of measurement devices posed a more formidable hurdle than most school personnel anticipated. Primary objectives often focused on hard-to-measure behavior. On numerously reported occasions, local project developers "tailored down" project objectives to include only ones for which standardized or otherwise published devices existed. In other instances, because of the difficulties that would be encountered in selecting or developing appropriate instruments, primary objectives were not included in the written project proposals. Projects designed to improve attitudes, to increase motivation or interest levels, to develop understanding of the arts and humanities, to improve mental health, or to develop motor skills proved especially difficult to evaluate with appropriate ready-made instrumentation. Local development of appropriate worthwhile instrumentation took more time and, in many instances, more talent than was available.

Types of Instruments

The following table presents data related to the frequency with which various types of instruments were reportedly used. Frequencies are listed by grade-level groupings; therefore, totals represent duplicated counts. An average of eleven entries--that is, dissimilar combinations of type of instruments and grade-level groupings--is included for each of the 973 projects for which meaningful data were reported. These data should not be interpreted to mean that an average of eleven instruments was used to evaluate each project.

The table does show the following:

- Standardized achievement tests were selected as the primary measurement device for assessing first-year Title I activities.

- Observer reports (including interview techniques) and teacher rating scales occupied second and third position, respectively, in frequency of use.

- Types of measuring devices, when compared with the grade-level distribution of project participants, are scattered across the grade levels in relatively uniform patterns.

- Intelligence testing represented a proportionately small amount of the testing done within Title I projects. (In some instances, recent non-Title I test scores may have been available and administration of intelligence tests for Title I purposes may have been considered unnecessary duplication.)

TABLE 22. REPORTED NUMBER OF TIMES SPECIFIC TYPES OF INSTRUMENTS WERE USED TO MEASURE RESULTS OF 973 TITLE I PROJECTS, ACCORDING TO GRADE RANGE OF PROJECT PARTICIPANTS

Skills Development Instruments	Pre-K/ Kind.	Grades 1-3	Grades 4-6	Grades 7-9	Grades 10-12	Totals
Standardized tests						
General achievement . . .	7	714	881	720	156	2,478
Reading/reading readiness.	30	291	222	179	32	754
Intelligence	7	79	84	60	25	255
Total standardized	44	1,084	1,187	959	213	3,487
Achievement records	36	205	226	207	120	794
Other tests	71	247	261	257	174	1,010

Attitudinal and Behavioral Development Instruments	Pre-K/ Kind.	Grades 1-3	Grades 4-6	Grades 7-9	Grades 10-12	Totals
Observer reports, including interviews . . .	205	557	609	536	345	2,252
Teacher rating scales . . .	118	513	557	506	255	1,949
Anecdotal records	45	171	202	210	135	763
Other	54	148	147	228	94	671

Specific Instruments

The table on the next page provides a rank-order listing of standardized instruments used to evaluate Title I projects. When comparisons are made between the frequency with which specific tests were used within Title I projects and the frequency with which the same tests were utilized in regular Ohio classrooms in 1965-66 (see Table 24), some obvious differences are evident.

Observations that can be made about the reported use of standardized tests to evaluate Title I projects include:

- Standardized tests, especially in the area of reading, were apparently used to collect both diagnostic and normative data. This observation is based on the reported utilization of little used instruments, as well as extensive use of commonly used diagnostic tests.
- Test selection was, in all too many instances, an uncertain task for project administrators. Concerns voiced to the Ohio Title ! staff indicated that many local people felt that too little information was available to them for the selection of tests that were (1) appropriate, (2) adequate, (3) reliable, and (4) valid. In numerous instances the "fit" between the project objective(s) and the standardized instrument used for evaluating the objective(s) was questionable, or non-existent. Greater care in future test selection is strongly indicated.
- Use of normative data to evaluate behavioral changes of educationally disadvantaged children was questionable. For example, normative data were frequently used without modification to establish functional achievement levels for children who had low motivational levels for doing well on school-type activities. Normative data were also used as indices to describe amounts of accrued change. Most evaluation experts contend that motivation bias seriously distorts, to some unknown degree, the accuracy of reporting change. More caution apparently needs to be exercised in using normative data (1) for establishing anticipated gains for the educationally disadvantaged, and (2) for judging the meaning of change score.
- Few efforts were made to qualify standardized data with other measures of behavior, such as locally constructed instruments or subjective data. Local school personnel apparently need to be encouraged and helped to effectively use locally constructed instruments and subjective data.

TABLE 23. RANK ORDER LISTING OF STANDARDIZED INSTRUMENTS USED TO EVALUATE TITLE I PROJECTS, ACCORDING TO GRADE RANGE OF PROJECT PARTICIPANTS

Instrument / Times Reported	All Grades	Pre-K/ Kind.	1-3	4-6	7-9	10-12
California Achievement	1035		306	326	261	142
Stanford Achievement	441		148	160	133	
Iowa Test of Basic Skills	384		51	182	151	
Metropolitan Achievement	346		127	128	91	
Gates Basic Reading	247		85	87	75	
SRA Achievement Series	187		59	67	61	
California Test of Mental Maturity	121	2	39	43	23	14
Nelson Reading Test	102				30	
Botel Reading Inventory	88		25	26	23	14
Gray Oral Reading Test	77		30	29	16	2
Wide Range Achievement	76	7	23	18	18	10
Gates Primary Reading Tests . . .	64		64			
Otis Quick Scoring Mental Ability Test	51		15	16	14	6
Gilmore Oral Reading Test	39		15	17	12	
Henmon-Nelson Test of Mental Ability	36		11	12	12	1
Metropolitan Readiness	35	19	16			
Iowa Silent Reading Test	32			9	15	8
Durrell Analysis of Reading	18		9	9		
SRA Primary Mental Abilities . .	18	2	5	4	5	2
Lee-Clark Readiness	17	11	6			
Durrell-Sullivan Reading Capacity	14		7	7		
Davis Reading Tests	13				6	7
Lorge-Thorndike Intelligence . .	13	1	3	4	4	1
Ohio School Survey	9				5	4
Monroe Reading	8		2	2	2	2
Stanford Binet Intelligence Scale	6	2	2	2		
SRA Test of General Ability . . .	5		2	2	1	
Wechsler Intelligence Scale for Children	5		2	1	1	1
Kelley-Greene Reading Comprehension	3				2	1

TABLE 24. RANK ORDER LISTING OF STANDARDIZED INSTRUMENTS USED BY 8000 OR MORE STUDENTS IN REGULAR OHIO CLASSROOMS DURING THE 1965-66 SCHOOL YEAR

Name of Test	Students Tested*
California Tests of Mental Maturity	248,173
Stanford Achievement Tests	226,560
Iowa Tests of Basic Skills	181,790
Ohio Survey Tests	141,921
Kuhlman-Anderson Intelligence Test	99,549
California Achievement Test	97,315
Otis Quick-Scoring Mental Ability	73,506
Cooperative Achievement Test	70,395
Differential Aptitude Test	65,951
Lorge-Thorndike Intelligence Test	65,771
Metropolitan Achievement Test	61,860
Kuder Preference Test	61,251
Henmom-Nelson Tests of Mental Ability	54,718
Metropolitan Readiness Test	54,456
Iowa Test of Educational Development	32,082
Ohio State University Psychological Test . . .	31,085
SRA Primary Mental Ability	26,623
Stanford Reading Test	23,135
Scott Foresman Reading	20,550
Sequential Test of Educational Progress	19,282
Lee-Clark Reading Test	19,150
General Aptitude Test Battery	16,127
Gates Reading Test	13,105
Diagnostic Reading Test	9,574
SRA Test of Educational Ability	8,790
Stroud Hieronymus Reading Test	8,662
SRA Achievement Test	8,394

*Based on data reported to Division of Guidance and Testing, Ohio Department of Education.

"Perhaps . . . we can at last put some specific meanings into the slippery concept of the "whole child", long used so glibly by so many educators."

--Millie Almy

BEHAVIORAL CHANGES

How successful were first-year efforts to change behavior of project participants in positive directions? Because of disparate project characteristics and different evaluation designs, changes on a statewide basis can only be analyzed in general terms.

For each objective evaluated with either standardized or non-standardized instruments, project evaluators indicated whether results--taken as a whole--suggested that participants had made marked improvement, improvement, no change, or negative change. Criteria for using these terms were left to local discretion. As might be expected, interpretation varied from district to district.

To composite these data on a statewide basis reported attainment was weighted and averaged as indicated in the following two tables. Frequency distributions are reported in Appendix I.

Results as Measured by Standardized Instruments

Standardized instruments, or so-called standardized instruments, were used ninety or more times to collect baseline and terminal data for eleven objectives. See the table on the next page. The unduplicated number of projects represented in each instance cannot be determined since frequencies are reported for kindergarten/primary, intermediate, and secondary levels and since, in some instances, the same objective within a single project was evaluated with two or more standardized instruments.

As weighted, attainment of physical development skills ranked higher than all other objectives. However, this objective was reported only ninety-six times. An interesting observation is that, as reported on page 16 of this report and in the writings of numerous specialists, many educationally disadvantaged children are motor oriented.

On the other hand, objectives related to reading, arithmetic, and general achievement, which were reported more frequently, were ranked at lower levels. Whether attainment, though positive in these areas, was indeed lower than attainment in areas such as physical development and readiness remains open to question. The lower ranking of "academic" objectives does suggest that focus on a single objective such as "increase of reading vocabulary skills"

TABLE 25. REPORTED ATTAINMENT OF MAJOR PROJECT OBJECTIVES, AS EVALUATED BY STANDARDIZED INSTRUMENTS, RANKED BY WEIGHTED IMPORTANCE FOR ALL GRADES

Objectives	All Grades		K-3		4-6		7-12	
	Times Reported	Reported Attainment*	Times Reported	Reported Attainment	Times Reported	Reported Attainment	Times Reported	Reported Attainment
Improve physical development.	96	1.51	29	1.41	41	1.56	26	1.54
Increase school readiness	98	1.28	63	1.17	20	1.46	15	1.47
Improve language arts/ communication skills . .	366	1.25	111	1.23	124	1.28	131	1.24
Improve study skills. . .	104	1.19	35	.97	34	1.35	35	1.26
Improve attitudes/ interests in school activities. . . .	131	1.15	49	1.16	43	1.26	39	1.03
Increase general reading skills	909	1.14	295	1.13	316	1.09	298	1.20
Increase math comprehension.	614	1.14	201	1.09	258	1.10	155	1.27
Increase science understanding.	205	1.14	62	1.15	79	1.14	64	1.13
Increase general achievement.	472	1.13	154	1.09	167	1.09	151	1.23
Increase reading vocabulary skills. . . .	1,151	1.12	387	1.03	433	1.10	331	1.26

*Reported attainment for each objective listed on project evaluations was weighted as follows: marked improvement, 2; improvement, 1; no improvement, 0; decrease -1. Average weighted values are reported in this table.

might have less impact than focus on several objectives that complement each other in the overall objective of helping educationally disadvantaged children to help themselves.

Attainment in "improving attitudes and interests in school activities" also needs further study. The fact that reported attainment at the secondary level was low is not so surprising as the relatively low attainment reported at the kindergarten/primary level. Local project developers may want to review what they are doing in this area, probably at all grade levels, and evaluate whether procedures or techniques need modification or whether measurement techniques are incorrectly reporting attitudinal change. Because of an apparent lack of consistency in the definition of terms, no attempt is made here to analyze the data reported for "increasing school readiness."

Results as Measured by Non-Standardized Instruments

Non-standardized methods were frequently used to report student changes in behavior, attitudes, interests, values, and motives. For information about reported attainment in areas listed 90 or more times, see the following table. The reader may wish to compare the data presented with data in Tables 20 and 25.

Supportive project components and activities, such as increased parent involvement or in-service training for teachers, were usually evaluated by non-standardized methods. Reported attainment indicated that parent involvement was very successful, that many beneficial home-school contacts were made, and that efforts to improve professional abilities of teachers were well worth the time and effort. Reported attainment was weighted the same as that for Table 26 and is as follows:

1. Increase parent involvement--all grades, 1.64; grades K-3, 1.80; grades 4-6, 1.33; grades 7-12, 1.39.

2. Increase home-school contacts--all grades, 1.35; grades K-3, 1.38; grades 4-6, 1.33; grades 7-12, 1.32.

3. Improve professional ability of teachers--all grades, 1.26; grades K-3, 1.38; grades 4-6, 1.21; grades 7-12, 1.20.

TABLE 26. REPORTED ATTAINMENT OF MAJOR PROJECT OBJECTIVES, AS EVALUATED BY NON-STANDARDIZED INSTRUMENTS OR METHODS, RANKED BY WEIGHTED IMPORTANCE FOR ALL GRADES

Objectives	All Grades		K-3		4-6		7-12	
	Times Reported	Reported Attainment*	Times Reported	Reported Attainment	Times Reported	Reported Attainment	Times Reported	Reported Attainment
THE ACADEMIC DOMAIN								
Increase of books read	293	1.30	109	1.34	112	1.32	92	1.21
Improve work-study skills . .	499	1.19	179	1.20	167	1.17	153	1.21
THE AFFECTIVE DOMAIN								
Increase motivation/interest .	962	1.29	294	1.40	393	1.31	275	1.29
Increase literature appreciation	113	1.20	42	1.24	42	1.19	29	1.17
Improve self-concept	377	1.17	98	1.19	156	1.06	123	1.28
Reduce behavioral deviation .	115	1.15	41	1.10	37	1.27	37	1.10
THE SOCIAL DOMAIN								
Improve social attitude . . .	211	1.18	78	1.22	68	1.18	65	1.14
Increase social awareness . .	92	1.17	41	1.10	22	1.09	29	1.34
Increase independent (positive) behavior	108	1.16	36	1.14	27	1.13	35	1.20
Increase participation in school activities	91	1.14	31	1.13	28	1.15	32	1.16
Improve attendance	205	1.12	68	1.01	68	1.12	69	1.22
THE PHYSICAL DOMAIN								
Increase motor-coordination skills	173	1.27	59	1.32	59	1.25	45	1.25
Improve speech patterns . . .	197	1.10	75	1.20	66	1.03	56	1.05

*Reported attainment for each objective listed on project evaluations was weighted as follows: marked improvement, 2; improvement, 1; no improvement, 0; decrease, -1. Average weighted values are reported in this table.

> "The secret of education lies
> in respecting the pupil."
>
> --Ralph Waldo Emerson

CAPSULE CASE STUDIES

As a part of the evaluation process, local personnel were encouraged to write case studies of "typical" project participants. The following abstracted case studies provide insight into types of children who participated in Title I projects, activities and services that affected their behavior, and behavioral changes that occurred between the beginning and the end of the respective projects.

A First-Grade Repeater

In June when the project began, Jerry--a shy, withdrawn, disinterested boy--showed signs of emotional frustration. His behavior was no doubt influenced by a stormy home-life with a mentally ill father. His ability to concentrate and to follow directions was poor. Jerry's independent reading level was pre-primer.

Treatment, usually provided on an individual basis, included work on understanding simple directions, recognition of letter and consonant sounds, and practice with numerical sequences. Poor attendance and a confused emotional state hindered Jerry's progress.

According to pre- and posttest of achievement, Jerry's reading level did not improve significantly as a result of this short-term project but he seemed to have a growing interest and confidence in the world around him.

An Under-Achiever

Ann, a fourth grader with good potential, was selected because her reading achievement was low, especially in comprehension. A thin, nervous girl, she lack both self-confidence and enthusiasm for schoolwork.

In the Reading Center, Ann was given instruction in basic word-analysis and phonic skills, encouraged to use multi-level reading laboratory materials to increase comprehension and speed, and taught to use a reading accelerator.

Posttest scores showed significant gains in reading skills and her reading ability should continue to improve if she uses and retains the techniques acquired during the time spent in the project. The relaxed atmosphere of the Reading Center did much to help Ann gain self-confidence and hopefully, set her on a course that will help her reach her potential.

An Attention-Seeker

An overly aggressive fifth grader, Tommy has a low self-concept and a somewhat low achievement level. (He is achieving approximately one year below grade placement.) By contrast, he has high aspirations that include going to college and becoming a professional basketball player.

At the beginning of summer school, Tommy was extremely aggressive. Because of the disturbances he caused for others, this boy was suspended from class. For two days he lingered outside the classroom door, then asked the teacher for a chance to come back. Tommy was a different boy when he returned; he tried to improve his conduct and to prepare himself for the coming school year. He even considered summer school fun and began to work more independently and to take pride in getting answers right.

By the end of the six-week project, this potential dropout had a better feeling of self-value because, in his opinion, teachers and peers now liked him. He also had an improved attitude toward school and toward the importance of learning.

An "I Don't Care" Boy

At the beginning of the project, David, an eighth-grade student, seemed determined not to like anything about summer school and had a general negative attitude toward study. Working much below grade level, he placed at the third-grade level in a reading-laboratory placement test. Poor word-attack skills and a lack of comprehension ability were evident. David seemed anxious and tense and, in the opinion of the teacher, covered these feelings with an "I don't care" attitude.

New materials and methods were an important influence on David. The idea of being able to work at his own rate of speed made a noticeable change in his attitude and behavior. David even chose summer school over a family vacation trip.

By the end of the project, David had progressed to the fifth-grade level of the reading laboratory. His improved study habits and attitudes were significant results of a well-spent summer. David's mother reported that he was now giving serious thought to attending a training school after graduation from high school, quite a contrast from his attitude at the beginning of the project.

A "Lazy" Verbalizer

Tennifer, a kindergarten child, did little or no talking before the age of four. At age six, she sometimes gives the impression of being almost unaware of her surroundings. The reason is, in part, that she has a severe hearing loss and speech problems. Because of these handicaps, people have--in the opinion of Tennifer's foster mother--sometimes made things too easy for the girl by anticipating her needs and permitting her to be "lazy" with regard to verbalization. Since entering kindergarten, Tennifer has attended a clinic for speech and hearing therapy.

Project teachers were not immediately aware of Tennifer's auditory problems. After a conference with her foster parents, this child's problems were brought to the forefront and through individual attention, she was encouraged to participate in the classroom activities. Her teachers tried to make it essential for her to speak in a recognizable manner. Attempts were made to secure a hearing aid. In the meantime, Tennifer frequently used an auditory training unit for class activities in order to hear sound stimuli.

On the whole, Tennifer showed some improvement during the course of the project. Her attention span was noticeably lengthened, and her attempts at verbalization became more frequent. She became much more aware of herself as a person and seemed pleased with her success.

A Stutterer

John--an average-size, healthy ninth-grade boy--lacks fine muscular coordination. This is apparent in both his handwriting and his speech (John stutters). His achievement record is one of failure or near-failure. He lacks self-confidence but gets along well with his peers and teachers.

At the beginning of the project reading classes, John's reading level was tested as 3.0. He had difficulty with vowel sounds, consonant blends, and sight vocabulary. During the eight-week summer school, John was encouraged by the teacher to read more slowly, to sound out words, and to participate in class activities such as choral speaking and radio broadcasts.

Although John's achievement level was not raised significantly during this short project, his attitudes, behaviorisms, and self-concept were improved. In addition, his stuttering was much less noticeable. At the end of the summer, both mother and teacher agreed that it would be best for the boy to continue in similar activities and not to attempt formal speech therapy.

> "Responsibility's like a string we can only
> see the middle of. Both ends are out of sight."
>
> --William McFee

PROCEDURES, PROBLEMS, AND PROPOSED CHANGES

In addition to evaluating behavioral changes of children, local personnel critiqued the effectiveness of implementation procedures and Title I impact.

Effectiveness of Implementation Procedures

Narrative responses related to implementation procedures were analyzed two ways: (1) times procedures were mentioned and (2) suggested degree of effectiveness. Since all data were reported and collected subjectively, the reader should regard them as indicators of related values, not as signs of conclusive evidence.

TABLE 27. EFFECTIVENESS OF PROJECT AND PROGRAM IMPLEMENTATION PROCEDURES ACCORDING TO SUBJECTIVE ANALYSIS OF NARRATIVE DATA

Implementation Procedure	Ranked Effectiveness: PROJECT Goals	Relative Effectiveness: PROJECT Goals	Ranked Effectiveness: PROGRAM Goals	Relative Effectiveness: PROGRAM Goals
Technique modification	1	1.99	1	2.00*
Individualized instruction	2	2.05	2	2.05
Educational material/supplies	3	1.99	3	2.07
Special grouping	4	2.38	5	2.07
Equipment, audio-visual aids	5	1.99	4	2.07
Reduced class size or reduced student/teacher ratio	6	2.04	9	2.00
Enrichment activities	7	2.12	10	2.04
Counseling services, by counselor or other staff person	8	2.06	16	2.00
Teacher aides	9	2.11	17	1.00
Parent education	10	2.06	6	2.03
In-service training	11	2.18	13	2.10
Curriculum content modification	12	1.73	7	2.08
Team teaching	13	1.62	18	2.00
Increased professional staff	14	2.11	11	2.06
Health service and follow-up	15	2.11	12	2.31
Use of community resources (camps, etc.) .	16	2.08	14	2.00
Tutorial arrangements	17	1.92	15	2.00
Extended time	18	1.50	8	2.13

*Reported effectiveness was weighted: very effective, 3; effective, 2; little effect, 1; no effect, 0; negative, -2. Ranked effectiveness is based on total weighted values; relative effectiveness, on average weighted values.

Suggested Modifications

Local evaluators were asked to report narratively how Title I project and program evaluation findings might affect plans for future projects and how these findings might influence the existing curriculum--non-Title I activities and services--in their districts. Because of the non-structural nature of narrative reporting, the reader is again urged not to overextend the data reported below; rather, he should use the data for possible insight into ways that educational activities and services might be modified.

TABLE 28. SUGGESTED MODIFICATION OF SUBSEQUENT TITLE I PROJECTS AND OF NON-TITLE I SCHOOL ACTIVITIES AND SERVICES ACCORDING TO SUBJECTIVE ANALYSIS OF NARRATIVE EVALUATION DATA

Number of Times Reported	Subsequent Title I Projects		Non-Title I Activities & Services	
Suggested Area of Change	Needs More Emphasis	Needs Less Emphasis	Needs More Emphasis	Needs Less Emphasis
Expansion of activities or services	736	6	291	0
General instructional and organizational patterns	112	2	100	0
Increased professional staff	60	2	44	1
Evaluation procedures	59	0	36	0
Curriculum content modification . .	54	0	279	0
Parent education	44	1	17	0
Educational materials/supplies . . .	42	4	188	3
Communication within school ranks	38	0	179	0
Equipment, audio-visual aids	36	0	158	0
In-service training	36	1	54	0
Individualized instruction	33	0	138	0
Reduced class size or reduced student/teacher ratio	29	0	47	0
Teacher aides	20	3	15	0
Enrichment activities	15	1	15	0
Counseling services, by counselor or other staff person	14	1	21	0
Health service and follow-up	14	1	11	0
Special grouping	13	0	42	0
Communication with public	9	2	17	0

Application and Implementation Problems

As might be expected in first-year operation of anything as large and as complex as Title I, numerous problems arose. The degree of stress caused by these problems varied considerably from district to district. Certain problems were prevalent around the state. The problem of personnel shortages, as can be seen in the table below, was mentioned most frequently. For a breakdown of the types of personnel shortages reported, see Table 14 on page 38. Two related common problems--and ones that, for the most part, were uncontrollable at the local level--were: (1) equipment and supplies could not be secured in time; and (2) shortage of planning time.

One problem, shortage of facilities, that concerned a number of districts at early planning stages was apparently resolved satisfactorily within a majority of the projects. This was indicated as a problem area on only 181 of the approximately 1,000 evaluation forms having data.

TABLE 29. PROBLEMS LOCAL SCHOOL DISTRICTS EXPERIENCED IN INITIATING AND IMPLEMENTING TITLE I PROJECTS

Problem Area	Number of Times Reported
Personnel shortages	1,205
Equipment and supplies could not be secured in time	805
Shortage of planning time	664
Excessive paper work	442
Incomplete or inadequate knowledge of Title I	305
Shortage of facilities and/or space	181
Other	134

Attitudes Toward Title I

Attitudes of Ohio residents--Title I teachers, non-Title I teachers, school administrators, parents of participants, community residents--during the first year of Title I operation, can best be described as positive but mixed. During the early months of fiscal 1966, while guidelines were being developed and while application and funding procedures were being formulated, much skepticism was voiced. However, by the time projects terminated and evaluations were completed, consensus was apparently quite positive. See the table below.

TABLE 30. ATTITUDES OF LOCAL EDUCATORS AND COMMUNITY RESIDENTS TO TITLE I PROJECTS ACCORDING TO SUBJECTIVE ANALYSIS OF NARRATIVE EVALUATION DATA

	Title I Teachers		Non-Title I Teachers		School Administrators		Community Residents		All Persons	
Reported Attitude	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent	Frequency	Percent
Very positive . . .	342	35.5	87	11.2	243	25.9	228	24.2	900	24.8
Positive	508	52.6	498	64.0	536	57.2	540	57.2	2082	57.4
Positive, with reservation(s) . .	92	9.5	102	13.1	121	13.0	130	13.8	445	12.2
Neutral	13	1.4	45	5.8	22	2.4	31	3.3	111	3.1
Negative	9	1.0	28	3.6	14	1.5	3	.3	54	1.4
Very negative . . .	0	- -	1	.1	0	- -	2	.2	3	- -
None	1	- -	17	2.2	0	- -	9	1.0	27	1.0

Suggested Legislative Changes

Local evaluators were asked to suggest legislative changes that they thought would improve the philosophy or the implementation procedures of Title I. When narrative data were analyzed, no one suggestion was mentioned significantly more times than any other. The most frequent type of responses were general-aid suggestions--for example, local option to serve selected children in all buildings, to serve all children in target buildings, or to be able to buy unlimited quantities of equipment and materials.

Another frequently mentioned concern, and crucial one, related to federal procedures for funding. Suggestions most often mentioned were that timing of funding should be related to the school year rather than the whims of Congress, and that the month-to-month and year-to-year uncertainty of funding procedures should be minimized.

TABLE 31. LEGISLATIVE OR PROCEDURAL CHANGES SUGGESTED BY LOCAL SCHOOL PERSONNEL FOR THE IMPROVEMENT OF TITLE I, ACCORDING TO SUBJECTIVE ANALYSIS OF NARRATIVE EVALUATION DATA

Suggested Changes	Number of Times Reported
Provide for general aid rather than categorical aid	166
Eliminate some of the red tape	128
No suggested changes; satisfied with program	110
Improve the funding procedures	109
Improve the application procedures	76
Other	124

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"Education is the one commodity of which
we can never have a surplus."

--Vernon Alden

"Knowledge is power."

--Francis Bacon

PART V

DISSEMINATION OF INFORMATION

A final consideration is dissemination of information. Effective procedures for acquiring knowledge about educational research and innovative activities and for disseminating this knowledge to educators are essential for analyzing and improving the impact of Title I.

District-Level Dissemination

Local districts used various approaches to disseminate information about Title I projects. See Table 32. Most districts made presentations to the local staff; many made presentations to community groups or prepared releases for local newspapers. Some held open-house sessions and invited parents, community leaders, and educators from neighboring districts. A number of districts published comprehensive booklets--for example, "curriculum" guides, handbooks, and end-of-project reports. Typically, booklets were distributed to local administrators, project staff members, and the Ohio Department of Education; in addition, booklets were often available on request to educators in other districts.

State-Level Dissemination

Throughout fiscal year 1966 the Division of Federal Assistance disseminated information about promising educational practices, as well as information about regulations, guidelines, and application procedures. Methods of dissemination included:

- Conferences for groups of educators with similar interests

- Addresses by staff members at meetings attended by school administrators

- Dialogues with agencies and individuals conducting programs or conferences with addresses or panel discussions about educationally disadvantaged children or Title I projects

- Distribution of selected federal, state, and other publications

TABLE 32. TECHNIQUES USED BY LOCAL SCHOOL DISTRICTS TO DISSEMINATE INFORMATION ABOUT TITLE I PROJECTS

Techniques	Times Reported
Presentations to local instructional staff	910
Locally prepared reports	821
Presentations to community groups	650
Radio presentations	102
Publications for professional journals	57
Television presentations	31
Other	253

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"As a first approximation, we may say that science emerges from the other progressive activities of man to the extent that new concepts arise from experiments and observations and the new concepts, in turn, lead to further experiments and observations."

--James Bryant Conant

"The truest test of civilization is
not the census, nor the size of cities,
nor the crops; no, but the kind of man
the country turns out."

--Ralph Waldo Emerson

PART VI

SUMMARY

Title I of the Elementary and Secondary Education Act of 1965 was enacted with the hope that it would ultimately help to break or to prevent a cycle of poverty for many educationally disadvantaged children. The legislation was structured in such a way that many of these children--but by no means all of them--would be ones who are already entrapped in the poverty cycle and who live in so-called culturally deprived neighborhoods. Other children would be ones who, if not provided with additional instruction or services, might become burdens to their families or to society. In the opinion of many leading educators, psychologists, sociologists and politicians, educationally deprived children, their children and their children after them will become enmeshed in the poverty cycle unless effective means are developed to prevent such a waste of human resources.

After one year of operation--or more accurately, after a partial year of operation--the degree to which educational opportunities have been provided is a greater certainty than is the effect these opportunities had upon the participating students. Long-range efforts will be needed before we will know the extent to which the far-sighted goals inherent in the legislation can be met. Whether a problem with economics and social roots will yield to the effects of increased educational opportunities remains to be seen. Hopefully, it will; hopefully, the arduous task has begun.

"Energy and persistence conquer all things."

--Benjamin Franklin

1966--A YEAR OF SELF-ANALYSIS

During the 1965-66 school year most local administrators and board members took a new look at what they were doing for children. Some of them came to the realization that buildings, bonds, and buses had taken so much of their time and effort that children--especially children identified as being educationally disadvantaged--were being neglected.

Elaborate plans were made to help selected educationally disadvantaged children within target areas. Projects and programs were developed and implemented. As these activities were underway, educators and board members were reminded that remediation is a difficult, slow, and expensive task. In some instances this confrontation--backed up by the funds made available through Title I--provided a springboard for preventive measures, especially for young children.

Efforts were made to learn the strengths and weaknesses of educationally disadvantaged children; to establish more positive lines of communication with disadvantaged children and their parents; and to determine the most effective instructional activities by which deprived students would develop more confidence and accepting attitudes toward school and themselves.

Many superintendents, supervisors, principals, and teachers took a look at their own professional understandings and capabilities and, finding themselves wanting, initiated comprehensive in-service training programs.

Today's milieu in education, in part attributable to Title I activities in fiscal 1966, can be summed up by words such as vibrant, exploratory, reflective, child-centered, and challenged.

1966--A YEAR OF ACTIVITY

Throughout this report the many statewide activities that occurred during fiscal year 1966 have been described. Major occurrences and findings included:

- 654 public school districts (over 89 percent of all districts in Ohio) participated in Title I activities.

- 1035 projects were approved and implemented.

- Over 223,000 children participated in project activities. Over two-thirds of these participants were in grades one through six. Approximately 16,000 were non-public school students.

- Characteristics of educationally disadvantaged children were surveyed. Major learning-skill characteristics reported were (1) low achievement, (2) low output of verbal communication skills, (3) short attention span, and (4) ineffective work-study habits. In the area of social-skill characteristics, participants were most frequently reported (1) to be withdrawn, (2) to feel rejected, and (3) to be unconcerned with status. Physical-condition characteristics ranked highest were (1) high absenteeism, (2) poorly nourished, and (3) poor auditory discrimination. Major attitude and value characteristics reported were (1) indifference to responsibility, (2) low self-image, and (3) non-purposeful activity.

- Instructional activities that were considered most important for project success were in the areas of (1) reading skills, (2) language arts and communication, and (3) improvement of motivation and interest.

- Over $34,000,000 was expended or encumbered. The average expenditure per project participant was approximately $150.

- Over $14,000,000 was expended for salaries. The organizational plans that were considered most important for project success were (1) individualization of instruction, (2) special grouping, and (3) reduced pupil-teacher ratio.

- Approximately $6,000,000 was expended for "soft" instructional supplies and approximately $9,000,000 for "hard" equipment. Evaluators reported that these media were important for bringing about curriculum change.

- Regular staff members were frequently employed on an extended-time basis--summer, after school, on Saturday--to implement projects.

- The problem that plagued local project directors most frequently was personnel shortages. Specially certificated teachers and psychologists were particularly difficult to find.

- Over 600 of the 1035 projects included provisions for in-service training. Approximately 14,000 persons received training.

- The evaluation design most frequently used to evaluate projects and programs was of a pretest-posttest design. Standardized achievement tests were used more frequently than any other type of instrument.

- Attainment of project objectives was generally positive. Because of limitations outlined in the Introduction and throughout this report, the extent to which improvement has occurred cannot be reported.

- Technique modifications and individualization of instruction were subjectively evaluated as being the two most effective procedures for attaining project success.

- Attitudes of Ohio residents--Title I teachers, non-Title I teachers, school administrators, parents of participants, community residents--at the close of the first year of Title I operation were apparently quite positive.

1967 ON--YEARS OF HOPE

The task began in 1966. What direction will it take? What will the results be? Only time will provide answers to these questions. At local levels, if plans are made carefully, if projects are implemented systematically, if results are evaluated realistically, and if follow-up is provided--and at state and national levels, if regulations and guidelines provide for increased creative development, and if funding procedures are stabilized--many Ohio children, those in school today and those who will be entering school tomorrow, will escape the cycle of poverty.

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> "I never did anything worth doing by accident, nor did any of my inventions come by accident; they came by work."
>
> --Thomas Edison

APPENDIX I

DATA FROM OHIO TITLE I EVALUATION INSTRUMENTS

DATA FROM OHIO TITLE I EVALUATION INSTRUMENTS*

FISCAL YEAR 1966

PART I

Item			Data
6	Title I funds spent or encumbered		$34,169,402
	Average expenditure per project		$33,014
8	Duplicated number of children, public and non-public, who participated		271,687
9	Average per pupil cost per project, using duplicated number of participants		$126
10	Projects implemented in areas where Community Action programs were functioning		508
	Projects implemented in areas where Community Action programs were not functioning		490
11	Projects implemented in the core city of a Standard Metropolitan Statistical Area (SMSA)	Number Percent	89 8.8
	Projects implemented in a secondary city (50,000 or more population) within an SMSA	Number Percent	14 1.4
	Projects implemented in other rural and urban areas within an SMSA	Number Percent	366 36.0
	Projects implemented in urban or rural areas outside an SMSA with a population between 2,500 and 49,999	Number Percent	380 37.4
	Projects implemented in rural areas outside an SMSA with a population below 2,500	Number Percent	167 16.4
		Total Reported	1016

*All totals, averages, and percentages were based on the number of projects and/or programs for which data were available for each specific item.

Item		Frequency Distribution			
12	Rank order assigned to criteria used for establishing project areas	1	2	3	4
	Annual income of less than $2,000	577	59	73	40
	Families receiving aid to dependent children	183	321	154	45
	Families receiving other kinds of welfare	62	199	255	122
	Children on free lunch program	71	154	170	221
	Housing statistics	11	32	35	36
	Children unable to buy school supplies	9	41	64	97
	Parents are tenant farmers	10	18	10	16
	Parents are unemployed	26	41	46	104
	Other	141	32	34	29
13	Rank order assigned to instructional and supportive categories emphasized within projects	1	2	3	4
	Preschool programs-readiness	64	14	10	9
	Reading skills	527	66	22	9
	Language arts-communication skills	167	278	77	31
	Library use-resource center	46	73	109	66
	Study skills	43	156	160	94
	Business education	30	6	4	2
	Mathematics	63	58	48	21
	Science	22	23	25	15
	Social studies	9	16	35	13
	Humanities-cultural development	23	26	44	41
	Industrial arts	17	10	9	6
	Vocational awareness	26	25	17	11
	Home-school relationships and cooperation	25	41	76	62
	Parent education	5	26	35	33
	Speech and hearing therapy	17	12	25	12
	Psychological diagnosis/follow-up	14	19	26	26
	Special education classes	11	13	2	6
	Motivation-interest	116	184	118	67
	Physical development activities	37	35	37	29
	School nurse program	18	15	10	18
	Medical examination and treatment	13	20	17	20

Item		Frequency Distribution			
13 (Cont.)	Rank order assigned to instructional and supportive categories	1	2	3	4
	Dental treatment	7	10	12	18
	Clothing	5	6	10	7
	Nutrition	5	19	18	21
	Other	52	15	19	15
14	Rank order assigned to organizational patterns utilized within Title I projects				
	Special grouping	492	201	36	5
	Tutorial arrangements	193	67	68	17
	Individualized instruction	450	285	38	2
	Team teaching	35	84	65	26
	Itinerant teacher, within a building	34	27	36	21
	Itinerant teacher, between buildings	30	27	32	21
	Educational materials/supplies	466	221	75	23
	Equipment, audio-visual aids	269	309	139	37
	Programmed learning procedures	83	82	93	27
	Parent education	22	40	64	45
	Curriculum content modification	140	120	95	47
	Enrichment activities	117	125	124	76
	Reduced class size or reduced student/teacher ratio	500	80	27	15
	Increased professional staff	219	111	31	25
	Teacher aides	108	199	64	27
	In-service training	91	171	120	56
	Increased supervision	57	122	110	53
	Health service and follow-up	125	65	34	18
	Psychological services & follow-up	97	81	19	21
	Counseling services	318	83	25	26
	Social worker	36	31	16	15
	Use of existing plant facilities	618	61	27	33
	Remodeling of existing facilities	76	94	20	1
	Rental of additional plant facilities	16	23	9	6
	Use of community resources	56	165	33	7
	Other	38	28	11	1

Item		Number	Percent
15	Project participants (Duplicated count)		
	Preschool/kindergarten	19,557	7.2
	First grade	22,517	26.6
	Second grade	23,827	
	Third grade	25,913	
	Fourth grade	34,831	41.1
	Fifth grade	44,670	
	Sixth grade	32,269	
	Seventh grade	22,031	18.1
	Eighth grade	16,294	
	Ninth grade	10,838	
	Tenth grade	6,999	5.8
	Eleventh grade	5,607	
	Twelfth grade	3,142	
	Other	3,192	1.2
16	Project evaluation designs		
	Terminal project measurement only, with no comparison to other groups or to past performance of the same group	157	15.8
	Project group data reported, pretested and posttested, but using no comparisons with other groups	372	37.4
	Project group data compared with expected change based on past progress data from the project school	50	5.0
	Project group, pretested and posttested, and compared with standard data from local, state, or national norms	293	29.4
	Experimental group used as its own control, pretested and posttested, and checked for gains or losses as compared to "expected" gains or losses	65	6.5
	Existing groups, demonstrated to be equivalent on important variable(s), used as experimental and control	1	.2
	Randomized group assigned as experimental and controls	7	.7
	Other	50	5.0
	Total reported	995	100.0

Item		Data
17	Number of project areas where non-public school students resided	614
	Number of projects providing for non-public students on public school premises	491
	Number of projects providing for non-public students on non-public school premises	59
	Dual enrollments, i.e., number of non-tax supported students who participated in public school classrooms during the regular school day	1,381
18	Title I staff resources Provision of in-service training	617
	Use of current staff	
	On a non-specified extended time basis	597
	After school hours	227
	On Saturdays	76
	Summer school	612
	Use of non-professional non-certified persons in schools	456
	Use of non-educational professional persons	261
	Involvement of social workers	102
	Involvement of certificated teachers who had dropped from the teaching profession	175
	Other	104
19	Money spent on in-service training of project staff	$622,110
20	Average number of hours spent on in-service training, reported on a per person basis	17
21	Persons receiving in-service training	13,816
23	Projects in which college or university consultants were contracted to provide in-service training	267
24	Projects in which representatives or consultants from companies supplying materials or equipment provided in-service training	438

Item		Data
25	Number of full-time certificated persons added to staff for Title I projects	3,563
26	Number of full-time non-certificated persons added to staff for Title I projects	2,527
27	Number of part-time certificated persons added to staff for Title I projects	1,711
28	Number of part-time non-certificated persons added to staff for Title I projects	1,906
29	Title I money spent or encumbered on educational material and supplies	$ 6,667,721
30	Title I money spent or encumbered on equipment	$ 9,248,989
31	Title I money spent on staff expansion or extended time of current staff	$14,202,553
32	Average number of hours each child spent in a project	72
33	Techniques used to disseminate information about projects	
	Presentations to local instructional staff	910
	Presentations to community groups	650
	Television presentations	31
	Radio presentations	102
	Locally prepared reports	821
	Publications for professional journals	57
	Other	253
34	Principal problems experienced by local educational agencies	
	Personnel shortages	
	Regular classroom teachers	196
	Special teachers	212
	Administrators or supervisors	79
	Speech therapists	128
	Psychologists	153
	Counselors	92
	Social workers	68
	Consultants	101
	Not specified	184

Item		Data
34 (Cont.)	Principal problems experienced by local educational agencies	
	Shortage of planning time	664
	Shortage of administrative staff to plan and supervise project	363
	Equipment, materials, and supplies could not be secured in time	805
	Shortage of facilities and/or space for carrying out a project	181
	Excessive paper work	442
	Imcomplete or inadequate knowledge of Title I requirements	305
	Other	134

PART II

TABLE I. FREQUENCY DISTRIBUTION FOR EVALUATION OF PROJECT OBJECTIVES USING STANDARDIZED INSTRUMENTS

Objectives / Median Difference	All Grades				K - 3				4 - 6				7 - 12			
	++	+	+-	-	++	+	+-	-	++	+	+-	-	++	+	+-	-
To increase achievement.	139	283	35	20	38	98	12	6	49	99	15	9	52	86	8	5
Increase school readiness.	31	63	4	0	13	48	2	0	10	9	1	0	8	6	1	0
Increase reading skills.	274	523	76	26	86	172	26	11	85	188	28	15	103	163	22	10
Increase reading vocabulary.	432	492	162	65	118	184	62	23	145	209	57	22	169	99	43	20
Increase reading comprehension . . .	257	465	97	71	71	135	39	19	107	178	33	26	79	152	25	26
Increase math comprehension.	209	322	43	40	58	117	12	14	82	138	20	18	69	67	11	8
Improve language arts-communication skills.	127	216	12	11	38	65	4	4	46	70	5	3	43	81	3	4
Increase science knowledge	49	138	15	3	15	42	4	1	20	51	7	1	14	45	4	1
Increase facility with industrial arts	10	6	0	2	1	1	0	0	3	2	0	1	6	3	0	1
Improve social science skills. . . .	4	11	2	1	1	2	0	0	1	3	0	1	2	6	2	0
Increase humanities appreciation . .	19	18	5	0	2	6	0	0	5	7	0	0	12	5	5	0
Acquaint pupils with library	1	31	0	0	1	10	0	0	0	11	0	0	0	10	0	0
Overcome speech defects.	7	9	0	0	1	3	0	0	4	3	0	0	2	3	0	0
Improve business ed. skills.	1	4	0	0	0	0	0	0	0	1	0	0	1	3	0	0
Improve study skills	30	64	10	0	8	18	9	0	13	20	1	0	9	26	0	0
Improve physical development	49	47	0	0	12	17	0	0	23	18	0	0	14	12	0	0
Improve physical health by medical/dental aid.	5	25	0	0	0	14	0	0	3	7	0	0	2	4	0	0
Improve nutrition	0	3	3	0	0	1	0	0	0	2	0	0	0	0	0	0
Improve school attendance.	5	14	4	1	1	6	1	1	2	7	1	0	2	1	1	0
Reduce school dropout rate	17	30	4	0	4	8	1	0	5	9	1	0	11	13	2	0
Improve self-concept	26	60	4	6	8	17	3	3	3	23	0	2	13	20	1	1
Improve attitudes/interests.	39	75	15	2	15	28	5	1	17	20	6	0	7	27	4	1
Improve emotional health	11	15	2	0	3	4	1	0	4	5	1	0	4	6	0	0
Other.	30	38	8	0	11	11	4	0	11	14	2	0	8	13	2	0

++Marked improvement   + Improvement   +- No improvement   - Decrease

TABLE 2. FREQUENCY DISTRIBUTION FOR EVALUATION OF PROJECT OBJECTIVES USING NON-STANDARDIZED INSTRUMENTS

Median Difference / Objectives	All Grades				K - 3				4 - 6				7 - 12			
	++	+	+-	-	++	+	+-	-	++	+	+-	-	++	+	+-	-
Increase motivation/interest in school-type activities.	355	548	46	14	79	181	29	5	181	196	8	8	95	171	9	0
Reduce behavior deviation	36	64	12	3	13	22	3	3	13	21	3	0	10	21	6	0
Increase awareness of beauty. . . .	25	37	5	3	7	14	4	3	8	15	0	0	10	8	1	0
Increase art appreciation	25	37	4	0	8	15	1	0	8	12	2	0	9	10	1	0
Increase music appreciation	13	27	7	0	4	8	2	0	5	11	2	0	4	8	3	0
Increase appreciation of literature	25	86	2	0	10	32	0	0	8	34	0	0	7	20	2	0
Improve self-concept.	108	224	45	0	28	61	9	0	40	86	30	0	40	77	6	0
Stimulate curiosity	24	51	6	0	15	29	3	0	3	18	2	0	6	4	1	0
Improve attendance	56	123	20	6	14	44	7	3	18	41	8	1	24	38	5	2
Increase participation in organized school activities. . . .	15	73	3	0	4	27	0	0	4	23	1	0	7	23	2	0
Reduce dropout rate	15	36	10	2	3	9	2	1	4	8	3	1	8	19	5	0
Improve social attitude	54	141	16	0	22	51	5	0	16	48	4	0	16	42	7	0
Self referrals to counselors/ psychologists.	2	35	5	0	0	11	2	0	1	12	1	0	1	12	2	0
Increase independent (positive) behavior	19	87	2	0	6	29	1	0	6	30	1	0	7	28	0	0
Increase social awareness	19	70	3	0	5	35	1	0	4	16	2	0	10	19	0	0
Improve nutrition	14	39	9	1	9	19	2	0	5	12	3	1	3	8	4	0
Correct/treat vision loss	28	42	3	0	10	17	1	0	11	15	1	0	7	17	1	0
Correct/treat hearing loss.	18	39	9	0	6	15	2	0	7	18	4	0	5	15	3	0
Improve physical growth patterns	29	43	10	0	11	14	4	0	9	17	3	0	9	15	3	0
Increase motor coordination skills	48	125	0	0	19	40	0	0	15	44	0	0	14	41	0	0

(continued on next page)

TABLE 2. (CONT.) FREQUENCY DISTRIBUTION FOR EVALUATION OF PROJECT OBJECTIVES USING NON-STANDARDIZED INSTRUMENTS

Objectives / Median Difference	All Grades				K - 3				4 - 6				7 - 12			
	++	+	+-	-	++	+	+-	-	++	+	+-	-	++	+	+-	-
Improve speech patterns	40	110	20	0	21	48	6	0	10	48	8	0	9	41	6	0
Improve work-study skills	124	265	27	0	44	127	8	0	40	116	11	0	40	105	8	0
Increase of books read	114	168	10	1	42	62	5	0	43	63	5	1	29	63	0	0
Increase reading materials in the home	7	19	1	0	2	9	0	0	2	7	0	0	3	3	1	0
Increase home-school contacts	30	41	4	0	11	14	1	0	10	16	1	0	9	11	2	0
Increase vocational awareness and/or skills	13	35	0	0	1	8	0	0	1	5	0	0	11	22	0	0
Improve professional development of teachers	24	42	2	2	8	13	0	0	8	14	1	1	8	15	1	1
Increase parent involvement	136	51	1	0	108	24	1	0	13	27	0	0	15	23	0	0
Other	194	210	35	2	71	101	12	1	62	106	13	0	61	92	10	1

++ Marked Improvement   + Improvement   +- No Improvement   - Decrease

DATA FROM OHIO TITLE I EVALUATION INSTRUMENTS

FISCAL YEAR 1966

PART IV

Item		Data
1	Number of projects funded during fiscal 1966	1,035
2	Number of centers (buildings or locations) where projects took place	2,199
3	Number of school attendance areas served by all funded Title I projects	2,493
4	Number of school attendance areas not served by a project but which were located in districts having Title I projects	830
5	Duplicated number of children participating in all Title I projects	271,687
6	Unduplicated number of participants in all Title I programs	223,354
7	Unduplicated number of public school children participating in all Title I programs	207,606
8	Unduplicated number of non-public school children participating in all Title I programs	15,748
9	Total amount of Title I money expended or encumbered for all projects	$34,169,402
10	Average per pupil cost per project, using unduplicated number of participants	$153
11	Funds allocated to local districts during 1966 fiscal year which were unused	$ 2,412,664

APPENDIX II

AN ANALYSIS OF INSTRUCTIONAL MEDIA UTILIZATION IN THIRTY-TWO SELECTED TITLE I PROJECTS

(A Supplemental Report)

AN ANALYSIS OF INSTRUCTIONAL MEDIA UTILIZATION IN THIRTY-TWO SELECTED TITLE I PROJECTS

In an attempt to study utilization of instructional media within Title I projects at a greater depth than would otherwise be possible, a sampling approach was used. Findings are presented and discussed in this supplemental report.

SELECTION OF THE SAMPLE

The following criteria were used to select the sample:

- Only projects in which a primary instructional category was reading skills and/or language arts skills were considered. This criterion was used because of the high proportion of projects funded in these areas--527 of 1035 projects in which reading was of primary importance and 167 in which language arts was of primary importance. (No data are available on the unduplicated number of projects represented in these two areas.)

- Purchase of instructional materials and/or equipment was ranked by the local district as being of primary or secondary importance. Projects meeting this criterion included 466 projects in which purchase of educational materials and supplies was considered of primary importance and 221 projects in which such purchase was considered of secondary importance. Also meeting this criterion were 269 projects in which purchase of equipment and audio-visual aids was considered of primary importance and 309 in which such purchase was of secondary importance. (As for the first criterion, no data are available on the unduplicated number of projects in the two categories.)

- In addition to the above criteria, an inventory of Title I purchases had to be on file in the Title I offices at the time the sample was completed (January, 1967).

- Because analysis was to be made of selected narrative responses in Part III of the Ohio Evaluation Forms, this section had to be complete to be considered for the sample.

- Within Title I guidelines, stress is placed on the idea that a "good" project must be of sufficient size, scope, and quality to provide opportunities for "real" progress. The arbitrary criteria listed below were used to select "good" projects for the sample. Any project not meeting all these criteria was eliminated from the sample.

    1. The total cost of the project exceeded $10,000.

2. More than fifty children benefited from the project.

3. Each project participant received, on an average, more than forty-five hours of instruction.

4. Children from at least five different grades participated in the project. This criterion was considered essential to eliminate projects designed for one level only--primary, intermediate, junior high, or senior high.

5. A "reasonable" fiscal balance was maintained within the project. Arbitrary percentages used for this criterion were: (a) no more than 50 percent of the approved total was expended for equipment; (b) no more than 33 percent was spent for instructional supplies, or no more than 50 percent was spent for instructional supplies and equipment together; and (c) a minimum of 25 percent was spent for instructional salaries.

- To achieve a more geographic distribution within the sample, in counties having more than two projects meeting the above criteria the two projects with the more comprehensive narrative evaluation information were used for the sample.

SCOPE OF THE SAMPLE

Using the above criteria, the end result was a sample consisting of thirty-two projects from thirty-two districts in twenty-nine different counties. Seventeen projects were implemented by city districts, four by exempted villages, and eleven by locals. From the standpoint of population density, two projects were implemented in core cities of metropolitan areas; eleven were in smaller cities (less than 50,000 population) or rural areas within metropolitan areas; nineteen were in urban and rural areas outside metropolitan areas. Of the latter projects, four of the nineteen were implemented in districts having a population below 2,500.

This sampling, which consists of approximately three percent of all projects funded in Ohio in fiscal 1966, is limited. However, when average expenditures within the sampled projects are compared with average expenditures within all funded projects, interrelationships are evident. The data on the following table show the expenditures for each sampled project, the average number of hours per pupil, and the average per pupil cost. Based on data reported to the Title I Office, the opinion of the writers of this report is that any of the listed projects could be considered "quality" projects when analyzed by the size, scope, and quality guidelines used in fiscal 1966.

TABLE I. FISCAL DATA FOR THIRTY-TWO "QUALITY" TITLE I PROJECTS (Expenditures are listed in nearest thousand dollars)

General Location and Type of School District	Total Project Expenditures*	Instructional Salaries	Instructional Supply Expenditures	Equipment Expenditures	Number of Participants	Average Hours per Pupil	Average per Pupil Cost
SW City	585.8	364.9	12.1	134.0	2511	162	$233
SW City	253.6	113.5	21.3	70.8	1250	120	203
NE City	215.7	96.4	22.4	29.3	705	86	306
SW City	106.6	44.6	14.8	29.4	449	116	244
SW City	77.0	54.1	6.4	6.5	716	114	108
NE City	73.8	38.4	7.8	14.9	543	105	136
SW Local	69.2	40.0	6.7	7.1	281	72	246
SE Local	67.6	18.6	15.3	19.0	155	120	436
SE City	61.8	19.1	9.3	15.7	162	160	382
NW City	52.3	17.9	18.3	13.2	307	156	170
NW Local	50.8	17.4	6.7	15.7	212	83	239
SE Ex.V.	49.4	19.1	7.8	15.3	200	120	247
C. Local	42.2	11.7	8.2	5.5	124	90	340
NE Local	39.5	14.5	4.8	7.8	322	90	126
NE City	36.5	17.6	9.1	7.4	359	68	102
NE Local	36.2	14.2	6.2	11.5	172	120	213
SW Local	33.1	9.5	8.6	7.6	280	120	118
SE Ex. V.	30.9	8.8	6.9	9.9	85	93	363
NW City	30.6	11.0	8.0	9.0	216	50	142
SW Ex. V.	29.7	15.2	3.5	5.2	300	90	99
SE City	27.8	10.9	5.1	5.5	86	180	323
SW City	27.3	11.6	3.9	3.5	161	73	171
NW City	26.0	15.2	3.5	2.1	240	90	108
NW City	25.4	14.0	1.3	7.8	90	158	285
C. City	24.8	8.7	3.8	9.4	195	103	127
NE City	22.5	10.7	2.2	2.4	158	130	141
NW Local	20.9	9.0	3.3	3.6	128	120	162
NW Local	19.3	10.8	1.7	2.2	118	90	164
NW Ex. V.	14.0	6.3	3.5	3.4	159	94	88
NE City	11.8	3.4	1.2	4.5	76	98	184
NW Local	11.7	4.8	2.1	2.6	73	120	160
SW Local	11.4	5.5	1.9	2.3	54	54	212
Average	68.3	33.0	7.4	15.1	340	108	$201

*Costs for administration, transportation, food services, health services, remodeling, fixed charges, and miscellaneous expenses are included in total expenditures only.

EFFECTIVENESS OF IMPLEMENTATION PROCEDURES

Project evaluators were asked to summarize effectiveness of methods by which they attempted to change achievement and behavior of project participants. Separate analysis of responses for the thirty-two sampled projects is reported below. Since all data have been reported and collected subjectively, the reader should consider them as indicators of related values, not as signs of conclusive evidence.

When data reported here are compared with data in Table 27, certain similarities and differences can be noted. All project evaluators and the evaluators of the sampled projects considered the same six implementation procedures to be most important but they ranked them in slightly different orders. Relative effectiveness for "pupil-related" procedures was rated higher by evaluators of the sampled projects than it was by all evaluators; by contrast, relative effectiveness of "media-related" procedures was rated higher by all evaluators than it was by evaluators of the sample--a selected group of projects giving high priority to materials and equipment. Further study would be needed before valid conclusions could be drawn. One possibility is that evaluators of the sampled projects were more objective in their views about what supplies and equipment can and cannot do.

TABLE 2. REPORTED EFFECTIVENESS OF IMPLEMENTATION PROCEDURES

Number of Times Reported Implementation Procedures	Very Effective	Effective	Little Effect	Ranked Effectiveness[1]	Relative Effectiveness[2]
Individualized instruction .	3	12	0	1	2.20
Technique modification . . .	1	15	0	1	2.06
Special grouping	2	7	0	3	2.22
Educational materials and supplies	0	10	0	3	2.00
Reduced class size or reduced student/teacher ratio	0	4	0	5	2.00
Equipment, audio-visual aids	0	2	1	6	1.66

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[1] Reported effectiveness was weighted: very effective, 3; effective, 2; little effect, 1. Ranked effectiveness is based on total weighted values.

[2] Relative effectiveness is based on average weighted values.

EFFECTIVENESS OF INSTRUCTIONAL MEDIA

The table below presents data related to the reported effectiveness of types of instructional media used in the sampled projects. Limitations that should be kept in mind as these data are analyzed include: (1) the sample was small; (2) equipment and material frequently arrived too late to be of significant benefit in the project; (3) when new equipment and material did arrive staff members were often unfamiliar with proper usage; (4) objective evaluation of material and equipment used in short-term projects was extremely difficult; and (5) the degree to which the Hawthorne effect skewed data could not be determined.

Observations that can be made about the data are essentially the same as those for all projects. See page 35.

TABLE 3. REPORTED EFFECTIVENESS OF SELECTED TYPES OF INSTRUCTIONAL MEDIA

Type of Media / Percent of Sample	Considerable Value	Little or No Value
Laboratories, kits, special sets	59%	9%
Workbooks/text-workbook combinations . .	21	12
Printed materials (non-specific)	18	3
Library books	9	3
Textbooks	3	6
Visual equipment	47	12
Visual supplies	12	3
Visual (non-specific)	9	0
Audio equipment	25	3
Audio supplies	6	0
Audio (non-specific)	3	6

"Hard" Instructional Media

General information about "hard" instructional media (machines, equipment, and furnishings) purchased with Title I funds was available in inventory form and is reported in the first column of Table 4. What other media were available for use in project activities is not known.

Evaluators were asked to critique the effectiveness of all media in motivating or bringing about behavioral changes in project participants.

Because of the narrative nature of the data, caution should be exercised in drawing conclusions from the information reported below. Some evaluators listed many types of media; others mentioned one or two. Semantic differences were frequent. Non-specific trade names and obscure general terms made analysis difficult. Observations that can be made include:

- Reading machines were considered quite valuable. From model and trade names mentioned, more emphasis was apparently placed on individual-training machines than on group-training machines.

- Overhead projectors and tape recorders were mentioned as having considerable value many more times than either record players or 16mm projectors. Whether teachers were not using the latter machines or whether evaluators did not consider them valuable enough to mention is not known.

- Visual equipment was mentioned as being of considerable value more frequently than audio equipment.

- Negative comments were usually directed toward a specific machine rather than toward the general type of machine.

- Types of equipment mentioned infrequently on inventories and never mentioned on the evaluation forms included carrels, opaque projectors, 8mm projectors, television sets, and radios.

TABLE 4. PURCHASE AND REPORTED EFFECTIVENESS OF "HARD" EQUIPMENT

Percent of Sample / Type of Equipment	Purchased with Title I Funds	Reported Effectiveness	
		Considerable Value	Little or No Value
Reading machines (tachistoscopes, controlled readers, accelerators). .	66%	66%	9%
Overhead projectors	69	50	6
Tape recorders	78	41	0
Filmstrip projectors	69	31	0
Listening devices	56	9	3
Copy machines	41	6	0
16mm projectors	41	6	0
Record players	66	3	0

"Soft" Instructional Media

"Soft" instructional media (books, kits, audio-visual supplies, games, consumable materials) were ranked of primary importance in nineteen of the thirty-two sampled projects and of secondary importance in thirteen.

According to inventory listings, many types of reusable "soft" media were on hand when projects terminated. Since the purpose of the inventories was to list in general terms only what supplies were available in individual districts, compiling totals or making specific comparisons was impossible. The inventories did, however, lend insight into types of media the districts apparently deemed to be of value. Analysis of the inventories for the sampled projects in which reading and/or language arts were primary instructional areas yielded the following data:

- Ninety-four percent of the districts purchased boxed laboratories, kits, and non-equipment sets.

- Seventy-five percent purchased textbooks, including supplementary readers, and seventy-five percent purchased other books, including library books.

- Eighty-one percent purchased filmstrips and seventy-five percent purchased records.

- Films, transparencies, and tapes were mentioned less frequently than filmstrips. Supplies in each of the three categories were purchased by thirty-four percent of the districts.

- Professional books, including teachers' manuals, were purchased by fifty-six percent of the districts.

- Workbooks, ordinarily considered to be consumable, were considered reusable or purchased in advance for use in twenty-one percent of the districts.

- Other supplies considered important enough to be mentioned specifically by fifteen percent or more of the districts were games and manipulative devices, charts, and programmed materials.

Reported effectiveness of specifically mentioned "soft" media is set forth in Table 5. As indicated previously, caution should be exercised in drawing conclusions from these data. They do, however, provide insight into the types of media that were purchased and into the opinions of evaluators about these media after they were used in short-term projects.

TABLE 5. REPORTED EFFECTIVENESS OF "SOFT" INSTRUCTIONAL MEDIA

Type of Media / Percent of Sample	Considerable Value	Little or No Value
Reading laboratories--*e.g.*, SRA, Webster, Merrill	78%	3%
Other kits--*e.g.*, Peabody Sullivan Frostig, Spectrum, ABC Round Table	34	3
Games, manipulatory materials--*e.g.*, flashcards, Scrabble, word games	50	9
Library books and materials	28	0
High interest, easy-to-read books	21	0
Workbooks and text-workbook combinations	21	9
Textbooks	6	12
Paperback books	3	0
Newspapers (children and/or adult)	12	0
Charts	12	0
Flannelboard	9	3
Technique-oriented materials		
Phonics materials	18	3
Programmed materials	15	0
Other (ITA, Words in Color, Linguistic)	9	0
Visual supplies		
Filmstrips	47	3
Films	9	3
Transparencies	9	0
Audio supplies		
Records	21	3
Tapes	6	0
MPATI television programs	6	6

SUMMARY

Although the sample was small, these data do suggest implementation procedures and instructional media which *might* prove to be effective in districts desiring to implement "good" reading and/or language arts projects. Further study is needed in this area.